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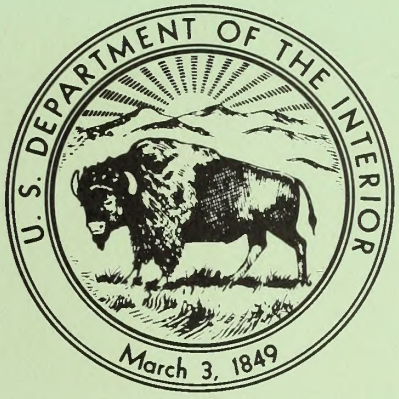

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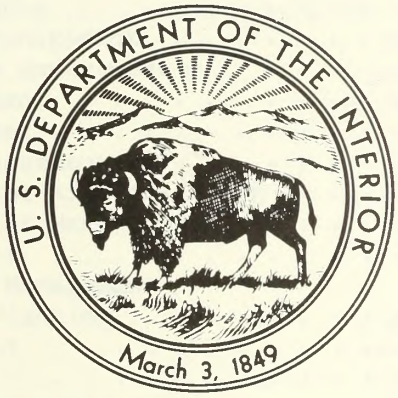

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

FISCAL YEAR 1979 BUDGET JUSTIFICATIONS

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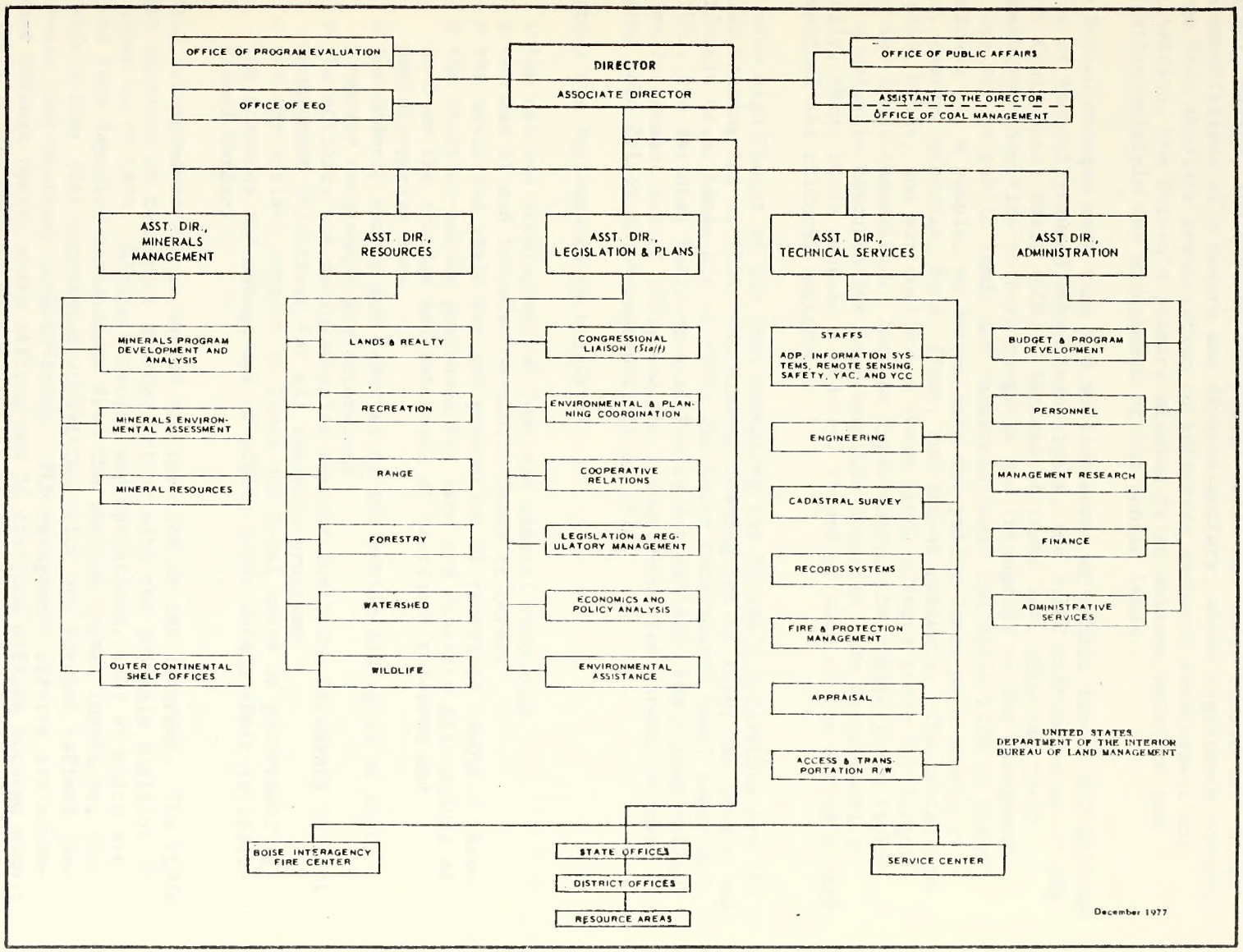
BUREAU OF LAND MANAGEMENT



BLM-1

GENERAL STATEMENT

Created in 1946 through a merger of the U.S. Grazing Service, the General Land Office, and the Oregon and California (O&C) Administration, the Bureau of Land Management today operates under a number of legislative mandates to protect, manage, and develop the public lands and their resources. Given the expectations of a modern and diverse society, whose legitimate concerns range from absolute preservation to intensive resource development and utilization, the Bureau's primary mission is to achieve balanced and effective multiple use management of the public lands.

The Bureau manages more than 470 million acres of public lands, 840 million acres of Federally-owned subsurface rights, and 1,100 million acres of the Outer Continental Shelf (OCS). Because of their vast size and their immeasurable benefits -- both tangible and intangible -- the management and use of the public lands and resources touch the daily life of every American. As a people, we depend upon the public lands as a source of jobs, energy, minerals, food, fiber, and forest products. The protection of soil, water, and air quality on these lands affects areas far larger than the lands themselves. Just as importantly, the public lands represent a valuable resource for less tangible benefits such as recreation. Finally, these lands contain a physical record of much of the Nation's rich historical and cultural background.

The more significant of the laws mandating the Bureau's activities are the Taylor Grazing Act of 1934; the Mineral Leasing Act of 1920; the Oregon and California Grant Lands Act of 1937; the Outer Continental Shelf Lands Act of 1953; the National Environmental Policy Act of 1969; the Alaska Native Claims Settlement Act of 1971; and the recently-enacted Bureau charter, the Federal Land Policy and Management Act of 1976.

Programs are implemented on behalf of:

- the use and development of fuel and mineral resources
- the use of and transfer of public lands to others
- the sustained yield use and protection of renewable resource values
- the decision-making processes for land and resource allocations as well as the storage and retrieval of pertinent resource and administrative data
- the orderly survey and resurvey of the public land grid on which property ownerships are determined
- the activity and administrative support functions necessary to meet management objectives for all resource programs
- the appropriate support to State and local units of government by the presence and management of public lands within their jurisdictional borders

Funding arrangements are as varied and involved as the programs. The BLM's budget consists of ten major appropriations with the possible addition of one other in FY 1979. Within existing appropriations, many of which are derived from deposits or receipts from the various Bureau functions, there are thirty-four (34) individual activities which are further refined into forty-six (46) distinct subactivities. BLM management efforts are accomplished through twelve state offices and 56 district offices located almost exlusively in the western United States; the centralized service center in Denver, Colorado; the Boise (Idaho) Interagency Fire Center; and four OCS offices.

The following summary provides a comparison between the 1978 budget enacted to date and the 1979 request by the current appropriation structure:

BUREAU OF LAND MANAGEMENT
Appropriations and Full Time Permanent Personnel - Fiscal Years 1978 & 1979
(dollar amounts in thousands) (FTPs - authorized)

		1978 Appropriation [a]	1979 Estimates	Inc. (+) or Dec. (-)	Perm. Empl. 12/31/77
1. Management of Lands and Resources	($)	254,597	275,368	+20,771	
	(FTP)	(4,478)	(4,633)	(+155)	(4,034)
(Reimbursable Positions)	(FTP)	(357)	(347)	(-10)	(120)
2. Acquisition, Construction & Maintenance	($)	18,707	17,683	-1,024	
	(FTP)	(183)	(183)	--	(165)
3. Payment in Lieu of Taxes	($)	100,000	105,000	+5,000	
	(FTP)	(1)	(2)	(+1)	(1)
4. Oregon & California Grant Lands (O&C)	($)	56,500	58,250	+1,750	
	(FTP)	(777)	(757)	(-20) [b]	(648)
5. Range Improvements	($)	9,172	10,900	+1,728	
	(FTP)	(83)	(83)	---	(73)
6. Recreation Development & Operation of Recreation Facilities	($)	300	300	---	
	(FTP)	(3)	(3)	---	(3)
7. Service Charges, Deposits & Forfeitures	($)	11,531	20,523	+8,992	
	(FTP)	(178)	(178)	---	(147)
8. Permanent Appropriations	($)	288,356	324,676	+36,320	
	(FTP)	(8)	(8)	---	(6)
9. Working Capital Fund	($)	2,000	---	-2,000	
	(FTP)	(1)	(21)	(+20) [c]	(1)
10. Miscellaneous Trust Funds	($)	700	700	---	
	(FTP)	(3)	(3)	---	(3)
Allocation Accounts from Other Fed. Agencies	(FTP)	(28)	(28)	---	(26)
Totals	($)	741,863	813,400	+71,537	
	(FTP)	(6,100)	(6,246)	(146)	(5,227)
11. Mineral Impact Loan Assistance (Pending Legislation)	($)	---	40,000 [d]	+40,000 [d]	
	(FTP)	---	---	---	---

[a] Includes proposed supplemental for civilian pay raises.
[b] Transferred to Working Capital Fund
[c] Transferred from Oregon & California Grant Lands Appropriation.
[d] To be determined.

Highlights of the FY 1979 Request

The changes between the 1978 program and the requested 1979 program are highlighted below by appropriation:

1. Management of Lands and Resources: +$20,771,000
Increases are requested in this budget for the following program activities:

+ $565,000 to reduce the backlog of pending oil and gas leases and assignments;

+ $1,250,000 for implementing surface management regulations in conjunction with mining claim exploration and development;

+ $907,000 to accelerate review of all existing land withdrawals in order that the processing of applications pending on October 21, 1976, and review of all existing withdrawals be completed by October 1991, as required by the Federal Land Policy and Management Act of 1976;

+ $7,811,000 to accelerate the Wilderness Review program to meet the schedule established by the Federal Land Policy and Management Act of 1976;

+ $5,115,000 to fund soil and wildlife inventories required by the BLM planning system for meeting livestock and forest management environmental impact statement and analysis schedules;

+ $1,684,000 to assist in reduction of the backlog of cadastral surveys needed to implement the Alaska Native Claims Settlement Act, and to perform increased surveys in the Lower 48 States in support of energy, realty, and other resource development programs;

+ $25,250,000 to increase capability for the emergency prevention and suppression of forest and range fires and for emergency rehabilitation of burned over lands. Accommodated in prior fiscal years by a supplemental budget request, the increase is intended to eliminate or minimize the need for supplemental funds in the future;

+ $550,000 to increase capability for additional cooperative agreements and contracts with State and local law enforcement agencies for enforcement of Federal laws pertaining to public lands; and

+ $156,000 to annualize the October 1977 pay raise for civilian employees.

The increases noted above are partially offset by decreases proposed for the following program areas:

(-) $2,150,000 to reduce future efforts on regional coal environmental impact statements,

(-) $23,102,000 to reduce the scope of the Outer Continental Shelf baseline studies program, partially offset by a $4,600,000 increase in contracted transportation studies, and

(-) $1,865,000, a reduction which reflects completion of the land-use study for the National Petroleum Reserve-Alaska during Fiscal Year 1979.

2. Acquisition, Construction and Maintenance: (-) $1,024,000

The budget provides $3,768,000 for the construction of administrative and special purpose buildings, an increase of $198,000 over FY 1978. Included in the FY 1979 program is the construction of a shop at Lakeview, Oregon, a warehouse and shop at Elko, Nevada; a warehouse and Fire Dispatch

Center at Susanville, California; office space expansion at Shoshone, Idaho; fire retardant storage and parking space at Lewistown, Montana; employee housing at Hanksville, Utah; a warehouse at Rawlins, Wyoming; three fire lookouts in Arizona; and survey and design of future facilities.

o The request also includes $580,000 for recreation facilities, a reduction of $800,000 from FY 1978. The FY 1979 program provides for completion of a campground in Alaska; a campground in California; visitor contact facilities in California, Idaho, and Oregon; cave management facilities in New Mexico; and survey and design of future facilities.

o The transportation facilities construction program is budgeted at a reduction of $809,000 from FY 1978. The FY 1979 program provides for surfacing of 27 miles of road constructed in prior years, grading of 48 miles of road, reconstruction of 29 bridges, construction of 22 miles of trail, and survey and design of future facilities.

o Also budgeted is $1,500,000 for acquisition programs, the same as in FY 1978. Approximately 212 easements will be acquired, providing legal access to BLM administered lands to support efforts associated with the timber, recreation and other resource management programs.

o The budget provides $7,292,000 for operation and maintenance of building, recreation facilities and transportation facilities, no change from the FY 1978 program level.

o $387,000 is provided for increased pay costs to annualize the October 1977 pay raise for civilian employees.

3. Payments in Lieu of Taxes: +$5,000,000

The increase is due to anticipated acquisition of lands, largely acquired through the Land and Water Conservation Fund, within the National Forest Wilderness System and the National Park System which will qualify local units of government for in-lieu-of-tax payments under the provisions of section 3 of P.L. 94-565.

4. Oregon and California (O&C) Grant Land Fund: +$1,750,000

Budget authority in this fund is a direct function of receipts generated in the same fiscal year; 25% of current year receipts are deposited in the O&C Fund for the management, protection and development of the revested railroad grant lands in western Oregon. The change is due to an anticipated increase in O&C receipts of $7,000,000 between the estimated FY 1978 level of $226 million and an estimate of $233 million in FY 1979.

On an obligational basis, which is the best measure of activities on behalf of these lands and their resources, an increase of $7,454,000 is provided for in this budget between FY 1978 and FY 1979. This increase is built upon a revised FY 1978 level of obligations which is $3,965,000 higher than that reflected in the original FY 1978 budget. The higher 1978 program will provide support costs for an additional 60 permanent positions which were allocated to the program in FY 1978; pay raises; completion of a District Office complex in Medford, Oregon; and construction of roads needed on O&C lands administered by the U.S. Forest Service.

5. Range Improvements: +$1,728,000

This fund is derived from 50% of grazing receipts from public lands, and grazing and mineral leasing receipts from Farm Tenant Act lands generated in the prior fiscal year. The increase in FY 1979 is predicated on a grazing fee increase from the current rate of $1.51 per animal unit month to $1.89 per animal unit month in March 1978, and to $2.36 in the 1979 grazing year.

6. Recreation Development and Operation of Recreation Facilities: No Change

7. Service Charges, Deposits and Forfeitures: +$8,992,000

This appropriation provides for the use of direct deposits to finance work associated with monitoring operations on the Trans-Alaska Pipeline, the proposed Alaskan Gasline system, and processing applications and monitoring activities for other rights-of-ways across public lands; collections for transportation and distribution costs from recipients of excess wild horses and burros under the Bureau's Adopt-a-Horse program; restoration of damaged timber lands from timber sale bond forfeitures and trespass collections; and reclamation of community pits and common material sites from revenues collected for such purposes.

The estimated increase is largely predicated on anticipated workload associated with major rights-of-way, particularly those involving large-scale gas pipelines to develop Alaskan natural gas, and other oil and gas pipelines which cross lands administered by two or more Federal agencies.

8. Permanent Appropriations: +$36,320,000

These funds are permanently appropriated by law and, therefore, do not require an annual appropriation. They are based solely upon receipts and collections. The change is principally a function of increased prior-year O&C timber receipts and collections, fifty percent of which are paid to the eighteen western Oregon counties (+$6,955,000) and an anticipated increase in mineral leasing receipts, fifty percent of which (except in Alaska) are paid to the respective states from which such revenues were derived (+$28,117,000).

9. Working Capital Fund: (-) $2,000,000

The FY 1978 appropriation provided $2.0 million as a one-time capital deposit to this fund; from this point on the fund is intended to be self-sustaining by collections from "customer" appropriations and activities utilizing assets and services provided from the fund; this eliminates the need for subsequent appropriations.

10. Trust Funds: No Change

11. Mineral Impact Loan Assistance-Pending Legislation: +$40,000,000

This is potentially a new appropriation to be established in accordance with section 317 (c) of the Federal Land Policy and Management Act of 1976. The President's FY 1979 budget has included $40 million in loans to aid communities affected by public land mineral leasing -- subject to certain modifications to the original legislation. Among the changes proposed are provisions to:

- increase the rate of interest on such loans from 3% to the current borrowing rate of the U.S. Treasury at the time the loan is made;

- provide the Secretary certain control over expenditures, to permit modifying loan terms or refinancing, to limit loans to a twenty (20) year period and to terminate authority to make loans in 1989; and

- make only the States the recipient of loans since they are also the recipients of shared mineral leasing receipts that may be applied against amounts outstanding.

This proposed legislative amendment was tranmitted to the Congress on August 31, 1977.

Several activities of the Bureau generate substantial revenues to the U.S. Treasury. These include the sale of lands and common variety material; filing fees; the sale of oil and gas, coal, geothermal steam, oil shale and non-energy minerals such as sodium, phosphate and potash; the sale of forage for livestock; the sale of timber and other forest products; as well as other sources. The raw material value of these resources amounted to over $3.0 billion in FY 1977 and are estimated at $2.7 billion in FY 1978 and $2.6 billion in FY 1979.

Until recently in our Nation's history, the public lands were considered an asset to be disposed of to achieve certain national objectives. Only very recently have the prospects of retention and management to satisfy our goals evolved within the national thinking. This evolution has come within a concept of multiple use which assumes that these lands will not automatically be dedicated to a specific purpose but must be managed in a manner which considers all legitimate interests and demands against them. A growing public realization that this is the largest domain that still remains largely open and available for diverse -- and often competing -- interests shapes the arena of conflict in which the Bureau must, of necessity, operate.

RECEIPTS

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RECEIPTS BY SOURCE

The following table shows actual receipts of the Bureau of Land Management for Fiscal Years 1975, 1976, the Transition Quarter, and 1977, and estimated receipts for Fiscal Years 1978 and 1979.

	Actual 1975	Actual 1976	Actual T.Q.	Actual 1977	Estimate 1978	Estimate 1979
Sales, Public Lands & Materials.....	$ 20,281,000	$ 5,761,000	$ 1,491,000	$ 2,816,000	$ 3,400,000	$ 3,400,000
Fees and Commissions.....	18,275,000	19,357,000	6,158,000	26,791,000	24,000,000	24,000,000
Mineral Leasing[a/].....	329,669,000	347,690,000	71,480,000	344,518,000	393,800,000	454,800,000
Mineral Leasing, Outer Continental Shelf.....	2,427,965,000	2,662,448,000	1,311,119,000	2,372,984,000	2,000,000,000	1,800,000,000
Grazing Fees.....	11,659,000	16,241,000	1,069,000	17,588,000	20,800,000	26,000,000
Right-of-Way Leases.....	550,000	700,000	155,000	691,000	750,000	800,000
Timber Sales.....	108,155,000	130,841,000	67,008,000	235,298,000	247,100,000	254,800,000
Miscellaneous Receipts.....	3,060,000	8,892,000	1,676,000	7,105,000	17,000,000	25,950,000
TOTAL	$2,919,614,000	$3,191,930,000	$1,460,156,000	$3,007,792,000	$2,706,850,000	$2,589,750,000

a/ Includes Mineral Leasing receipts collected by BLM and transferred to other agencies for distribution.

PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES
FY 1977

States	Sale of Public Land and Timber	Mineral Leases and Permits	Forage Receipts Inside Taylor Grazing Districts	Forage Receipts Outside Taylor Grazing Districts	Other	Total
Alabama		13,476				13,476
Alaska	7,573	690,049				697,622
Arizona	793	194,122	2,424	17,231		214,570
Arkansas		82,486				82,486
California	22,035	6,601,578	274	14,638		6,638,525
Colorado	2,183	10,622,423	3,598	5,631		10,633,835
Florida		3,666				3,666
Idaho	12,095	913,192	6,770	2,293		934,350
Kansas		337,790				337,790
Louisiana		228,222				228,222
Michigan		11,441				11,441
Mississippi		8,285				8,285
Montana	1,534	4,713,947	3,634	21,770	245,274	4,986,159
Nebraska		15,060		47		15,107
Nevada	21,331	1,273,779	9,067	982		1,305,159
New Mexico	995	32,333,520	2,923	10,730	12,371	32,360,539
North Dakota	1	706,743		24		706,768
Oklahoma		471,409		177		471,586
Oregon	117,562	119,438	6,525	2,874	30,776,057	31,022,456
South Dakota	25	279,305		2,916		282,246
Utah	9,235	5,876,426	7,133		1,714	5,894,508
Washington	4,461	6,186		1,232		11,879
Wyoming	7,514	39,636,110	6,556	29,887		39,680,067
Total	207,337	105,138,655	48,902	110,433	31,035,417	136,540,744

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The Management of Lands and Resources appropriation, the largest of BLM's 10 major appropriations, provides for a variety of functions necessary to develop, manage and protect the resources of onshore and offshore lands under the jurisdiction of the BLM. These functions include energy and minerals management, lands and realty management, renewable resource management, planning and data management, cadastral survey, firefighting and rehabilitation, and administration and law enforcement.

Energy and minerals management - Includes such activities as energy and nonenergy minerals management (onshore and offshore) in response to national demand. The program will provide for sale of coal, oil and gas, oil shale, uranium, geothermal resources, and nonenergy minerals. The environmental impact of proposed energy and minerals development activities will be assessed. Lease stipulations and other environmental protection measures will mitigate adverse effects. Spending will be reduced in 1979 due to completion of Outer Continental Shelf environmental baseline studies off the contiguous United States.

Land and realty management - Includes such activities as use authorization in support of energy and other programs, maintenance of official land records, and land classification. These activities provide for maintenance of public land status records, and issuance of information about public realty and mineral laws. It further provides for the processing of applications for transfer of use of the public lands for other Federal agencies, State and local governments, and private individuals. The program is directed toward retaining public land in Federal ownership unless, as a result of land use planning, it is determined that disposal of a particular parcel will best serve the national interest. Land and realty actions will provide for processing rights-of-way applications for energy-related development, processing native land selections under the Alaska Native Claims Settlement Act in Alaska, and processing nonenergy-related cases.

Renewable resource management - This includes such activities as range management; soil, water and air management; wildlife habitat management; forest management; recreation management; and fire management. Range management provides for grazing domestic livestock on public lands by periodically issuing grazing authorizations. It also provides for the protection, control, and management of 62,000 wild horses and burros that graze totally or partially on public lands.

Soil, water, and air management provides for soil stabilization, improvement of water and air quality through land treatment or construction stipulations, and protection of 200 endangered plants growing on public lands. This request will provide for soil/vegetative inventories to meet requirements and commitments for environmental assessment programs.

Forest management provides for sustained yield management of forest lands to meet demands for wood products.

Wildlife habitat management provides for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter. It further provide for cooperative management with other Federal and State wildlife agencies responsible for species management. The

activity also provides for protection and management of 45 species of threatened or endangered fish and wildlife, and more than 100 sensitive species using public land habitats.

Recreation management provides for the orderly recreational uses of public lands and protects, interprets, and manages historic and archeological sites. Interim critical management is provided for the California Desert to provide protection until the management plan is implemented. Wilderness management is a new program in the recreation management effort which has been initiated by the Federal Land Policy and Management Act of 1976. The Act requires that a review be completed on roadless islands and those areas of public land encompassing 5,000 acres or more. This review is to be completed within 15 years after the date of approval of the Act (by October 1991).

Fire management provides for developing fire techniques as a tool for resource management and developing fire prevention and suppression methods to reduce the possibility of disastrous wildfires.

Planning and data management - Includes such activities as data analysis, development of land use plans, and automated data management. These activities provide for developing multiple land use plans on 600 planning units located on 180 million acres of public land. It further provides for land use planning on 23 million acres of the National Petroleum Reserve in Alaska. Data management supports Bureau programs through development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of agency and resource management.

Cadastral Survey - This activity provides for identification of land boundaries and legal property descriptions to facilitate land management programs. During the current year, 7,200,000 acres will be surveyed in Alaska and the lower 48 States.

In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act; and for Native townsites, Native allotments, claims resulting from the Alaska Native Claims Settlement Act; and for other special purposes.

Surveys in the lower 48 States are performed to identify land boundaries as a prerequisite to resource managment. This involves both new surveys and resurveys to reestablish obliterated boundary markers.

Firefighting and rehabilitation - Provides for protection of public land natural resources and other values from loss or depletion due to wildfires. Based on a 10-year annual average of 1.2 million acres burned, fires result in resource damages averaging $17.2 million each year. Firefighting and rehabilitation costs are anticipated to exceed the amount appropriated for this function in 1978.

Administration and enforcement - Provides for general administration and law enforcement on the public lands. Administration includes executive management and general administration services such as financial management, personnel management, management analysis, budget and program development, procurement, and property management to support Bureau activities. Law enforcement provides for enforcement of laws and regulations governing the management, use, and protection of public lands through contracts with local law enforcement agencies, cooperative agreements with local and Federal law enforcement agencies, Federal special agents, and a uniformed ranger force.

JUSTIFICATION OF NEW APPROPRIATION LANGUAGE

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management [*246,938,000*] *$275,368,000 of which $30,000,000 shall be available only for the suppression and emergency prevention of forest and range fires on or threatening lands under the jurisdiction of the Department of the Interior and the Department of Agriculture and for the emergency rehabilitation of burned over lands under the jurisdiction of the Department of the Interior.*

(5 U.S.C. 485; 16 U.S.C. 583, 594; 43 U.S.C. 2, 54, 72, 129, 315, 1181 a-f, 1701; 78 Stat. 986; Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

In the past, costs for emergency firefighting have been met through deficit financing, i.e., through authorized borrowing from other accounts. Funds provided in later supplemental appropriations have been used to repay the amounts borrowed. The proposed change will provide, in a regular appropriation, the estimated cost for firefighting and rehabilitation of a typical fire year. The change is intended to minimize or eliminate the need for supplemental appropriation for average fire years.

The past practices of transferring authority from other accounts, and transferring obligations to other accounts, to cover firefighting costs is cumbersome and can be disruptive to other programs. As authorized by the General Provisions of the Interior and related agencies appropriation Act (Section 102), excess firefighting costs in 1977 were financed by authority transferred from the Land and Water Conservation Fund ($26 million) and by the repayable transfer of obligations to other BLM activities and accounts ($7.0 million). (A 1978 supplemental to repay these costs is proposed in the President's budget.)

The new language provides $30 million for emergency firefighting and rehabilitation costs on lands administered by the Department of the Interior and, through a cooperative agreement, for emergency fire suppression on lands administered by the Forest Service (Department of Agriculture). Funds provided for these purposes will not be available for BLM activities other than emergency firefighting and rehabilitation. The amount provided is expected to cover costs in full for a average fire year; if actual costs exceed this average, the authority contained in the General Provisions will finance the additional costs. Unused funds resulting from a low-cost fire year will automatically lapse at the end of the fiscal year.

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Management of Lands and Resources

Page No.	Summary of adjustments to base and built-in charges:	Perm. Pos.	Amount	Perm. Pos.	Amount
	Appropriation enacted to date, 1978			4,478	$246,938
	Adjustments to base and built-in charges:				
	Adjustment for 1978 pay increase and related costs	--	+$7,815		
	Subtotal, adjustments to base and built-in changes			--	+7,815
	1979 Base			4,478	254,753

	Comparison by activities:	1977 Actual Perm. Posns.	1977 Actual Amount	1978 Appropriation Enacted to Date Perm. Posns.	1978 Appropriation Enacted to Date Amount	1979 Base Perm. Posns.	1979 Base Amount	1979 Estimate Perm. Posns.	1979 Estimate Amount	Inc.(+) or Dec.(-) Over 1979 Base Perm. Posns.	Inc.(+) or Dec.(-) Over 1979 Base Amount
	1. Energy & Minerals Management										
BLM-15	A. Energy Onshore	619	26,784	639	31,494	639	32,614	605	31,029	- 34	- 1,585
BLM-19	B. Energy Offshore	237	58,667	228	57,502	228	57,900	228	39,398		-18,502
BLM-22	C. Nonenergy Onshore	196	5,517	206	6,582	206	6,942	236	8,192	+ 30	+ 1,250
	Subtotal	1,052	90,968	1,073	95,578	1,073	97,456	1,069	78,619	- 4	-18,837
	2. Lands & Realty Management										
BLM-25	A. Lands & Realty Operations	984	30,398	835	24,921	835	26,374	869	27,281	+ 34	+ 907
	B. Trana Alaska Pipeline	46	5,856	---	---	---	---	---	---	---	---
	Subtotal	1,030	36,254	835	24,921	835	26,374	869	27,281	+ 34	+ 907
	3. Renewable Resources Management										
BLM-29	A. Forest Management	208	7,572	188	8,776	188	9,105	188	9,105		
BLM-31	B. Range Management	612	27,147	578	30,347	578	31,357	578	31,357		
BLM-34	C. Recreation Management	169	7,212	163	9,453	163	9,737	238	17,548	+ 75	+ 7,811
BLM-38	D. Soil, Water and Air Mgmt.	267	11,995	258	11,493	258	11,944	293	15,524	+ 35	+ 3,580
BLM-41	E. Wildlife Habitat Management	134	6,451	125	6,368	125	6,585	140	8,120	+ 15	+ 1,535
BLM-44	F. Fire Management	210	8,942	208	8,284	208	8,647	208	8,647		
	Subtotal	1,600	69,319	1,520	74,721	1,520	77,375	1,595	90,301	+125	+12,926
	4. Planning & Data Management										
BLM-46	A. Planning	316	13,849	306	12,171	306	12,705	306	10,840		- 1,865
BLM-48	B. Data Management	---	---	164	12,616	164	12,903	164	12,903		
	Subtotal	316	13,849	470	24,787	470	25,608	470	23,743		- 1,865
	5. Cadastral Survey										
BLM-50	A. Cadastral Survey Subtotal	410	17,864	409	18,148	409	18,860	409	20,544		+ 1,684
	6. Firefighting & Rehabilitation										
BLM-53	A. Firefighting & Rehab. Subtotal	-0-	39,750	-0-	4,750	-0-	4,750	-0-	30,000	---	+25,250
	7. Administration & Enforcement										
BLM-55	A. Administration	181	4,973	161	3,477	161	3,756	161	3,756		
BLM-55	B. Enforcement	---	---	10	556	10	574	10	1,124		+ 550
	Subtotal	181	4,973	171	4,033	171	4,330	171	4,880		+ 550
	INCREASES									+155	+20,615
	TOTAL REQUIREMENTS	4,589	272,977	4,478	246,938	4,478	254,753	4,633	275,368		

Justification of Adjustments to Base and Built-in Changes
(Dollar amounts in thousands)

Adjustment for 1978 pay increase and related cost	Perm. Pos.	Amount
Total cost in FY 1978 for pay increase/anticipated FY 1978 pay increase supplemental.....	--	+$7,659
Additional amount in FY 1979 to provide full-year cost of pay increase.....	--	+ 156
Total.....	--	+$7,815

Note: The anticipated supplemental in 1978 of $7,659,000 is for the general schedule pay increase effective October 9, 1977. An additional $156,000 is required in 1979 to cover the full-year cost of the 1978 pay supplemental.

Justification of Program and Performance

Activity:	1.	Energy and Minerals Management
Subactivity:	A.	Energy Onshore

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Oil and Gas	($)	9,023	9,597	10,162	+ 565
	(FTP)	(328)	(328)	(328)	---
Coal	($)	19,102	19,502	17,352	-2,150
	(FTP)	(228)	(228)	(194)	(-34)
Geothermal	($)	2,464	2,585	2,585	---
	(FTP)	(69)	(69)	(69)	---
Oil Shale	($)	905	930	930	---
	(FTP)	(14)	(14)	(14)	---
Total Requirements	($)	31,494	32,614	31,029	-1,585
	(FTP)	(639)	(639)	(605)	(-34)

Objectives

The Bureau of Land Management's onshore energy leasing programs are directed to making oil and gas, coal, geothermal resources, and oil shale available as provided for the Mineral Leasing Act of 1920, as amended; the Coal Leasing Amendments Act of 1975; the Geothermal Steam Act of 1970; and associated regulations. BLM's objective in managing the onshore energy leasing program is to provide for orderly and timely development of energy resources to meet National needs with full consideration given to other land and resource values; to minimize adverse environmental impacts from energy development; and to assure a fair return to the public for the resources sold.

Base Program

Oil and Gas Leasing - In 1976, leases issued through the public lands onshore oil and gas program supplied approximately 6% of domestic oil production and 6% of domestic gas production. Oil and gas receipts amounted to $251 million in FY 1976 and $308 million in FY 1977; estimated receipts for FY 1978 are $351 million and $403 million for FY 1979. An average of 12,000 oil and gas leases have been issued annually over the past 5 years. Filing fees total approximately $25 million annually. Major activities of this program include environmental assessments, issuing leases, processing assignments, reviewing development plans, and performing compliance checks. The FY 1979 base program activities will include issuing 11,000 oil and gas leases; processing 2.3 million simultaneous oil and gas filings; reviewing 2,000 development plans; processing 38,000 assignments; and conducting 6,900 compliance checks.

Coal - The Federal government owns an estimated 60 percent of the coal resources in the western states. Coal production from public lands has increased more than 150% since 1973 to 50.4 million tons in FY 1977; total acreage under lease has increased approximately 17,000 acres for that period. As of June 1977, there were 529 coal leases on public lands covering approximately 782,000 acres. Receipts from coal leases amounted to $10.2 million in FY 1977. Coal revenues are estimated to total $13.0 million in FY 1978, $19.0 million in FY 1979, and to exceed $100 million by 1985.

The BLM's coal program centers around the administration of leases, collection of data to determine site reclamation potential, and environmental analysis and impact statement preparation. Lease administration includes adjudication and processing of preference right and short-term lease applications; lease modifications and assignments; readjustments; predevelopment field investigations; exploration/mining plan evaluations; and lease stipulation compliance checks. The reclamation data effort provides for site specific reclamation studies, water studies (work done by Geological Survey) covering broader areas, soil inventories, revegetation trials, and maintenance of similar studies initiated in previous years.

In order to assure that Federal coal resources are developed in accordance with adequate protection of the environment, the Department in 1976 identified 27 geographic regions within which Federal coal leasing is most likely. A schedule was developed for preparation of regional environmental impact statements for the 27 regions. In FY 1977, eight regional EIS's (including two supplemental EIS's) were started and all are scheduled for completion by the end of FY 1979. In FY 1978, one EIS will be initiated and is scheduled for completion in FY 1979.

In September 1977, the U.S. District Court for the District of Columbia, in the case of NRDC vs. Hughes, enjoined the Federal government from taking any steps whatsoever, directly or indirectly, to implement the coal leasing program established in January 1976, pending completion of a supplement to the coal programmatic EIS prepared in 1975. Included in the injunction were calls for nominations of tracts for Federal coal leasing and issuing any coal leases, except when the proposed lease is required to maintain an existing mining operation at the present levels of production or is necessary to provide reserves to meet existing contracts and the extent of the proposed lease is not greater than is required to meet these two criteria for more than three years in the future. The programmatic statement considers the aggregate effects of the broad Federal coal policy as compared to a regional or site-specific statement which is designed to assess the environmental impact of project areas or individual projects.

As now planned, by the Spring of 1979, Interior will complete the regional EIS's currently underway. These statements will address mining plans on existing leases, associated actions such as railroad extensions or other rights-of-way, and where appropriate, preference right lease applications. In addition, the Department will prepare a programmatic EIS beginning in FY 1978 with completion targeted for March 1979. Concurrently, a new coal policy responsive to the President's 1977 Environmental Message is under development within the BLM and the Department.

The FY 1979 program will provide capability to:

° complete regional coal EIS's underway in FY 1979 and the coal programmatic EIS, and initiate approximately 10 site-specific EIS's.

° review 24 exploration plans and conduct 13 technical exams for mining plans on existing leases.

° process 10 coal lease assignments, 22 readjustments of terms, and perform other adjudication actions.

° adjudicate up to 20 applications for leases under the short-term standards of the court order.

° support USGS in preparation of 15 site-specific EIS's on new mining plans.

° conduct reclamation studies, including detailed evaluation, on 10 areas.

° conduct soil inventories on 150,000 acres, and provide for maintenance costs on water studies and expanded water monitoring systems.

The above efforts are largely oriented to BLM being in a posture to initiate competitive coal leasing by mid-1980.

As a result of redirected environmental statement priorities, the FY 1979 funding requirements are reduced $2,150,000 from FY 1978 levels, and a reduction of 34 full-time permanent positions.

Geothermal Resources - The geothermal leasing program was initiated by BLM in January 1973. Through September 1977, 45 competitive sales have been held; competitive leases have been issued or are pending issuance on 178 tracts covering approximately 350,000 acres. Noncompetitive lease applications totalling 6,170 have been filed; 970 leases covering 1.6 million acres have been issued. Of the remaining applications, 3,300 have been withdrawn, rejected, or refused and 1,900 are awaiting action by BLM, Forest Service or other Federal agencies. Revenues collected since 1973 amounted to $19.3 million at the end of FY 1977. Revenues are estimated at $2.0 million for FY 1978 and for FY 1979. There is no current production from Federal leases; however, efforts are underway to begin production in one area in late FY 1978 and other production activities are expected in FY 1979. Major activities of this program include issuance of competitive and noncompetitive leases. A great deal of emphasis is placed on environmental considerations, with detailed environmental analyses being prepared before tracts are leased. Interest in obtaining noncompetitive geothermal leases is now relatively stable, with about 700 applications being received annually. An average of 12 competitive sales are held yearly. As lessees move into the development phase, program emphasis will include development plan review, formulation of stipulations, and compliance work. When commercial quantities of steam are discovered on a lease, permit applications for steam lines, roads, etc. are anticipated. The FY 1979 program provides for processing 570 noncompetitive lease applications and holding 10 competitive geothermal lease sales. No change from the FY 1978 level of funding is anticipated for FY 1979.

Oil Shale - The oil shale program is a prototype program designed to stimulate private industry to produce commercial quantities of oil from shale; to insure that the environmental integrity of the area is maintained; to permit an equitable return for all parties; and to develop leasing management expertise for oil shale production. Lease sales were held in 1974; with tracts in Colorado and Utah being leased. The leases provided for bonus bids to be paid in five equal installments, the last two of which could be offset by development costs. Due to environmental, legal, and technical problems encountered in development planning, lessees of all four tracts requested suspension from development. The Department granted one year suspensions in 1976. The suspensions extended the period of payment of the last two bonus bid installments but required the lessees to maintain environmental monitoring efforts on the tracts. The suspensions in Colorado have expired and development activities are proceeding. The two tracts in Utah are under Court-ordered suspensions pending resolution of various issues, including State land selections which have been filed on the lease areas. To date, approximately $200 million in bonus payments have been collected from the two Colorado tracts against combined bonus bids of $328.1 million; payments from the Utah tracts amount to $72.4 million but are being held in escrow pending settlement of the State land selection issue. BLM's principal workload is in administration of the four prototype leases which includes monitoring predevelopment and development operations for adequacy for stipulation compliance. BLM will continue to monitor these activities to assure protection of surface resources. Effort is also being directed to processing mineral patent applications on oil shale lands in response to a Colorado District Court ruling and as a means for facilitating

options for future leasing. Under the lands and realty management program, a proposed exchange of oil shale lands is also being processed to facilitate private development of oil shale in Colorado with up to ten additional applications for exchange pending. The FY 1979 program provides for continued monitoring of the four prototype leases and processing an estimated 18 - 21 oil shale patent applications. No change from the FY 1978 level of funding is anticipated for FY 1979.

Changes for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Oil and Gas	($)	9,023	9,597	10,162	+565
	(FTP)	(328)	(328)	(328)	---

Oil and Gas Leasing - New oil and gas discoveries near the Wyoming/Idaho border (in what is known as the over-thrust belt) and additional discoveries in Nevada are currently stimulating demand for additional leases. Expected energy legislation making exploration and development more attractive will further impact the BLM's oil and gas leasing program; both in increased numbers of leases to be issued, and in increased development plan reviews and compliance work. To reduce backlogs of oil and gas lease applications and assignments, utilization of existing program funding would reduce capability to perform compliance checks, thus reducing ability to assure environmental protection where development is underway or leases are being activated. This proposed increase of $565,000 will provide for additional outputs of 1,000 oil and gas leases; review of 375 development plans; processing 4,000 oil and gas assignments; and conducting an additional 1,000 compliance checks.

The object class detail for the $565,000 increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Positions other than permanent	---	33	$326
Other personnel compensation			7
Total compensation		33	333
Personnel benefits			37
Travel of persons			33
Transportation of things			5
Standard level user charges			15
Other rent, communications and utilities			15
Printing and reproduction			5
Other services			89
Supplies and materials			13
Equipment			20
Total			+$565

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Coal	($)	19,102	19,502	17,352	-2,150
	(FTP)	(228)	(228)	(194)	(-34)

Coal - Redirecting coal environmental impact statement efforts in FY 1979 from regional statements to completion of the coal programmatic statement reduces BLM funding and position requirements from the FY 1978 level.

The object class detail for the $2,150,000 decrease is as follows (dollar amounts in thousands).

Position Title	GS Grade	Number	Annual Salary
Environmental Specialists.....	GS-7 thru 12	10	- 186
Contract Specialists.....	GS - 11/12	2	- 37
Wildlife Biologists.....	GS - 9/11/12	5	- 95
Mineral Economists.....	GS - 9/11/12	5	- 95
Hydrologists.....	GS - 9/11/12	4	- 75
Geologists.....	GS-7 thru 12	5	- 93
Mining Engineers.....	GS - 11/12	2	- 37
Mineral Management Specialist.....	GS - 9	1	- 16
Permanent Positions.....		34	- 634
Other personnel compensation.....		--	- 19
Total compensation.....		34	- 653
Personnel Benefits.....			- 96
Travel of persons.....			- 41
Transportation of things.....			- 10
Standard level user charges.....			- 32
Other rent, communications and utilities.....			- 41
Printing and reproduction.....			- 20
Other services.....			-1,245
Supplies.....			- 7
Equipment.....			- 5
Total.....			-$2,150

# # # # # # #

Activity: 1. Energy and Minerals Management
Subactivity: B. Energy Offshore (OCS)

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	57,502	57,900	39,398	-18,502
	(FTP)	(228)	(228)	(228)	---

Objectives

The BLM's offshore energy program is designed to facilitate development and transportation of oil and gas resources on the Outer Continental Shelf (OCS) while assuring maintenance of the environmental integrity of the affected areas and receipt of fair market value for resources sold. Major objectives include making oil and gas resources available for timely development by holding competitive sales as scheduled; to facilitate transport of these resources through an OCS oil and gas transportation system program developed in cooperation with affected coastal states; and to minimize adverse impacts of oil and gas development by environmental and socio-economic impact analyses, and by application of data obtained through baseline/monitoring and special studies.

Base Program

As of September 30, 1977, there were 3,162 tracts leased on approximately 15 million acres of the OCS. Oil production from those leases in production currently amounts to about 11 percent of total domestic production; natural gas production amounts to about 16 percent. Total Federal revenues, since 1953, from OCS resource development including bonuses, rents and royalties amount to over $22 billion. Revenues in FY 1977 amounted to $2.4 billion; estimated revenues for FY 1978 are $2.0 billion and $1.8 billion for FY 1979. The BLM OCS leasing program has three major functions: the leasing process; general management of the OCS, including administration of existing leases and processing assignments, rights-of-way permits, coral permits, etc.; and environmental and special studies.

The program currently provides a mixture of inhouse capability and contracts to accomplish objectives. Inhouse capability is required to perform tract selection, environmental analysis, conduct lease sales, design and evaluate contract studies, and utilize data obtained through studies in making leasing decisions and developing protective stipulations. Environmental and socio-economic studies are conducted under contracts with private firms, universities, or other Federal agencies.

Baseline studies are designed to establish benchmarks for selected physical and biological parameters that might reflect the influence of OCS oil and gas development on the marine environment. Monitoring studies allow the Department to evaluate the impact of development on this environment, and to make leasing and operating decisions which will provide for maintenance of the overall environmental integrity of the sale area. Special studies address specific data needs such as hydrocarbon analysis, toxicity studies, socio-economic studies, faunal succession on drilling rigs, bathymetric mapping, and fates and effects analyses. Special attention has been directed towards avoidance of duplication of scientific effort within BLM, and with other Federal, State, and private programs.

Development of a cohesive policy on offshore transportation systems is an important thrust of the special studies effort. As OCS leasing has proceeded into frontier areas, the economic, physical-biological, political, and public interest aspects of pipeline location have become major concerns. An example of this problem is the random location of pipelines in the Gulf of Mexico which leads not only to inefficient delivery systems, but results in more disturbance of the near-shore environment than is warranted. The States' authority to control pipeline location in their own coastal waters dictates that BLM work closely with them to moderate the impacts associated with pipeline transport and related onshore developments.

Within the proposed FY 1979 program level, $4.6 million is being directed towards transportation studies in new leasing areas and to study the effects of pipeline burial; $17.4 million is scheduled for additional studies of the Alaska OCS and $1.0 million for initiation of studies of the northern California OCS. Special studies are planned at a level of $2.4 million.

The August, 1977 revised OCS leasing schedule calls for five sales in 1979, four in 1980, and six in 1981; four lease sales are scheduled for FY 1978. The five lease sales in the FY 1979 program are tentatively located in the mid-Atlantic, southern California, Gulf of Mexico, south Atlantic-Blake and both the Federal and State regions of the Beaufort Sea. This OCS leasing schedule appears on the following page. Baseline, monitoring, and special studies will continue for existing leases and for scheduled sale areas although the length of sampling for baseline data will be substantially reduced.

PROPOSED OCS PLANNING SCHEDULE

August 1977

SALE AREA	1977					1978											1979											1980											1981										
	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Cl Cook Inlet		H	S																																																
42 N. Atlantic	F		P		N	S																																														
43 South Atlantic-Georgia Embayment			F		P		H	S																																												
45 Gulf of Mexico				F		P		N	S																																											
65 Eastern Gulf of Mexico						E		H			F	P		N	S																																					
51 Gulf of Mexico							E		H			F		P		N	S																																			
49 Mid-Atlantic		T						E		H			F			P		N	S																																	
48 Southern California													E		H			F		P		N	S																												
58 Gulf of Mexico			C		D		T						E		H				F		P		N	S																										
54 South Atlantic-Blake Plateau		C				D			T									E		H			F		P		N	S																					
Federal/State Beaufort (near shore)			C		D				T											E		H			F			N	S																				
55 Gulf of Alaska										C		D			T									E		H			F		P		N	S															
62 Gulf of Mexico													C		D				T							E		H			F		P		N	S													
46 Kodiak																E				H			F		P		N	S																				
52 North Atlantic															C		D				T							E		H			F		P		N	S												
53 Central and Northern California				C							D			T								E		H			F		P		N	S																	
60 Cook Inlet																C		D			T							E		H			F		P		N	S											
56 South Atlantic-Georgia Embayment																			C		D			T							E		H			F		P		N	S								
59 Mid-Atlantic																									C		D			T						E		H			F		P		N	S			
66 Gulf of Mexico																											C		D			T						E		H			F		P		N	S	
57 Bering-Norton																					C						D			T								E		H				F		P		N	S

C - Call for Nominations
D - Nominations Due
T - Announcement of Tracts
E - Draft Environmental Statement
S - Sale
H - Public Hearing
F - Final Environmental Statement
P - Proposed Notice of Sale
N - Notice of Sale

Sales are contingent upon a reasonable assumption that technology will be available for exploration and development. A decision whether to hold any of the lease sales listed will not be made until completion of all necessary studies of the environmental impact and the holding of public hearings as a result of the environmental, technical, and economic studies employed in the decision making process. A decision may, in fact, be made not to hold any sale on the schedule.

The Department of the Interior

A funding reduction of $18,502,000 from the FY 1978 level is proposed for FY 1979.

Change for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	57,502	57,900	39,398	-$18,502
	(FTP)	(228)	(228)	(228)	---

The proposed reduction, from the FY 1978 funding level, of $18,502,000 in FY 1979 reflects a reduction of $23,102,000 in contracted baseline studies, and an increase of $4,600,000 in contracted transportation studies. The reduction in the level of baseline studies is being made due to completion of the baseline studies in the lower 48 state's OCS and because it is felt that 18 months of sampling, which spans at least two active summer seasons in offshore waters, is adequate to gauge the effects of oil and gas exploration and development for purposes of lease management.

The object class detail for this reduction is as follows:

Object Class 25.0	Other Services	-$18,502,000

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Activity: 1. Energy and Minerals Management
Subactivity: C. Nonenergy Onshore

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Mineral Leasing	($)	2,185	2,307	2,307	---
	(FTP)	(70)	(70)	(70)	---
Material Sales	($)	1,918	2,025	2,025	---
	(FTP)	(61)	(61)	(61)	---
Mining Law Administration	($)	2,479	2,610	3,860	+1,250
	(FTP)	(75)	(75)	(105)	(+30)
Total Requirements	($)	6,582	6,942	8,192	+1,250
	(FTP)	(206)	(206)	(236)	(+30)

Objectives

The objectives of BLM's onshore nonenergy minerals management program are to provide for the orderly and timely development of nonenergy mineral resources to meet National needs with adequate consideration given to other land and resource values; to minimize adverse environmental impacts from mineral development; and to assure a fair return to the public for the resources sold.

Base Program

The public onshore mineral estate is comprised of approximately 840 million acres which includes Federal lands, acquired lands, and lands that have been patented with some or all minerals reserved to the United States. In FY 1977, receipts from nonenergy mineral leases amounted to $23.5 million; and are estimated at $26 million in FY 1978 and at $30 million in FY 1979. The nonenergy minerals management program is composed of three primary components: mineral leasing, material sales, and mining law administration.

Mineral Leasing - The mineral leasing efforts deal with minerals such as potassium, sodium, phosphate, and potash which are leased under the Mineral Leasing Act of 1920.

The BLM's mineral leasing efforts revolve primarily around phosphate, potash, aluminum ores and sodium; there are 419 leases for these minerals covering 473,000 acres of public lands. Growing demand for mineral commodities has led many to predict a "minerals crisis" similar to the energy crisis. Given the volume of mineral production from Federal lands, management of Federal nonenergy minerals significantly effects the overall minerals situation. For example, Federal lands in New Mexico currently provide over 80% of the total National production of potash; a similar percent of alunite (potassium aluminum sulfate) production comes from Federal lands in Utah. Additionally, approximately 33% of sodium, 9% of phosphate, and 85% of potash production occurs on public lands.

No increase is requested in FY 1979 for this component. The base program will provide for issuing 9 phosphate leases, 4 sodium leases, and 17 potash leases.

Material Sales - The Materials Act of 1947, as amended, authorizes disposal of mineral materials such as sand, gravel, clay, building stone, and petrified wood from public lands. Mineral materials may be sold by the BLM upon request of any individual, company, etc., or by Bureau initiative to a qualified purchaser. Mineral materials needed by qualified governmental agencies for public projects may be supplied under free use permits insofar as it is compatible with land use plans and other resource values. Non-profit organizations may also obtain mineral materials within established dollar limits through free use permits. Since 1974, the number of material sales in the Lower 48 States has gone down slightly; however, the value of the materials has more than doubled. For free use permits, the number issued has doubled since FY 1974, and the value has increased 270%. During this period, both sales and free use permits increased dramatically in Alaska in response to needs for the Trans Alaska oil pipeline; this demand is expected to continue during construction of a proposed natural gas pipeline from Alaska to the continental U.S.

No increase is requested in FY 1979 for this activity. The base program will provide for completing 1,200 material appraisals and sales contracts.

Mining Law Administration - This program provides for surface protection in conjunction with mining claim exploration and development for minerals such as silver, copper, gold, and mercury which are locatable under the General Mining Laws of 1872; for processing mineral patent applications with associated field investigations; and reports which result in mineral character determinations and mining claim validity determinations. The latter are prerequisites to contest and appeal actions. The processing of patent applications involves three principal actions - adjudication, mineral investigation and patent issuance or contest proceedings; these actions require a total effort of about 4 man-months per application.

The rate of mineral patent application filings is continuing to increase from approximately 70 per year in 1972 - 1974 to an estimated 85 per year by 1978 with a resulting increase in patent processing backlogs. However, with funding and manpower increase provided in FY 1977 and FY 1978, this backlog should be substantially reduced by 1983. This program also provides for mineral examinations in support of other resource management programs and for realty actions such as land exchange or sale. No funding increase for this effort is being requested in 1979. The base program will provide for processing 140 mineral patent applications as well as providing mineral support to other BLM programs.

Since the passage of the General Mining Laws of 1872, there have been no regulations adopted governing the use or misuse of mining operations on land administered by BLM. Passage of the Federal Land Policy and Management Act (Section 302 (B)) requires the Secretary to take any action necessary to prevent unnecessary or undue degradation of the public lands. To meet this requirement, as well as the basic authority provided under the 1872 Mining Law, regulations are being developed, and scheduled for completion in mid-FY 1978, which set forth procedures to minimize adverse environmental impacts on surface resources of public lands from operations authorized by the U.S. mining laws. No funding has been provided for implementing these regulations; therefore, an increase of $1,250,000 and 30 permanent full-time positions is being requested in FY 1979.

Changes for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Mining Law Administration	($)	2,479	2,610	3,860	+1,250
	(FTP)	(75)	(75)	(105)	(+30)

Mining Law Administration - New surface management regulations require BLM's response to proposed operating plans within specific time frames. Failure by BLM to respond is considered de facto approval of the plan.

Principal workload components include processing notices of exploration and plans of operation, and performing compliance checks. Processing a plan of operation includes preparation of a cultural/archeological inventory of the area, and preparation of an environmental analysis report, and a technical exam to determine specific protection stipulations. On the average, we estimate that a plan of operation will require 10 days to process, including one day of followup compliance during the year.

The BLM currently does not have complete data on the number of existing mining claims on public lands; (estimates go as high as six million claims). Until passage of the Federal Land Policy and Management Act in 1976, a claimant was not required to notify BLM of his claim. BLM field office estimates indicate the potential receipt of over 5,000 plans of operation in FY 1979. A proposed funding increase of $1,250,000, and 30 full-time permanent positions will provide the capability to process 1,050 plans of operation. This level of work is based on the first year experience of the U.S. Forest Service when they promulgated similar regulations in FY 1975.

The object class detail for the proposed $1,250,000 increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Mining Engineer	GS - 5 thru 13	6	112
Geologist	GS - 5 thru 12	6	112
Hydrologist	GS - 5 thru 12	4	74
Archeologist	GS - 5 thru 12	6	112
Biologist	GS - 5 thru 12	8	150
Permanent Positions		30	560
Positions other than permanent		19	188
Other personnel compensation			20
Total Compensation		49	768
Personnel benefits			107
Travel of persons			82
Transportation of things			75
Standard level user charges			39
Other rent, communications and utilities			30
Printing and reproduction			10
Other services			98
Supplies and materials			16
Equipment			25
Total			+$1,250

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Activity: 2. Lands and Realty Management
Subactivity: A. Lands and Realty Operations

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Realty Operations	($)	23,845	25,263	25,263	--
	(FTP)	(815)	(815)	(815)	--
Withdraw Review and Processing	($)	1,076	1,111	2,018	+907
	(FTP)	(20)	(20)	(54)	(+34)
Total Requirements	($)	24,921	26,374	27,281	+907
	(FTP)	(835)	(835)	(869)	(+34)

Objectives

The objectives for the lands and realty management program include: maintenance and improvement of public land records and providing public land status information to the public; and where consistent with land use plans or specific legislation, making public lands available to other governmental agencies or the private sector through lease, permit, sale, exchange, or direct conveyance such as required under the Alaska Native Claims Settlement Act and various statehood acts.

Base Program

The lands and realty management program consists of two primary components: realty operations, and withdrawal review and processing.

Realty Operations - This effort provides for the preservation, improvement, and maintenance of public land records, responding to public inquiries, and energy and nonenergy related casework.

The BLM maintains the basic patent records and related documents for the 26 public land states. This involves approximately 9 million public land record documents including land status records, patents, survey plats, and field survey notes. An estimated 75,000 public inquiries concerning land laws and status are handled annually. In response to new Federal Land Policy and Management Act requirements, an estimated 1,000,000 mining claims will be recorded in FY 1979.

Energy related casework includes all actions necessary to process applications for rights-of-way and associated land use authorizations for minor oil and gas pipelines, small power transmission lines, and other facilities needed for development and distribution of energy resources. Land exchanges and other miscellaneous energy related cases are also processed.

An estimated 1,600 energy related cases will be processed in FY 1979. Processing these actions includes: preliminary investigations which consider alternate site analysis; adjudication; preparation of environmental analysis reports; appraisal; development of special permit stipulations and permit issuance; construction supervision; and compliance monitoring. Applications and projects processed in this program are non-cost recoverable because their small size does not warrant the establishment of detailed cost records. Only a non-returnable fee (similar to a filing fee) is required. Other non-cost recoverable efforts performed in this program include: BLM input to other Federal agencies' energy related

land use environmental statements for which there is no cost reimbursement; and processing right-of-way applications for municipalities or local governments when they are to operate a project as a true public entity.

In addition to the estimated 1,600 cases to be accommodated in this account, BLM will process approximately 100 major energy related rights-of-way. These project costs are to be reimbursed by the applicant or permittee under Sections 304 and 504 of the Federal Land Policy and Management Act (FLPMA) and Sections 101 and 203 of the 1973 Amendment to the Mineral Leasing Act of 1920, and are funded by deposits made into the "Service Charges, Deposits and Forfeitures" appropriation. With the exception of management overhead costs, which under Section 304 of FLPMA are not subject to cost recovery, projects in this category are fully funded by the applicant. Associated management overhead costs are absorbed in the regularly appropriated realty operations program.

Nonenergy related realty activities include costs of processing all other realty cases except withdrawals, and those energy related cases described above. The functions undertaken for these nonenergy cases are similar to those for energy related cases. The FY 1979 base program will provide for the following accomplishments:

- processing 8,000 cases including nonenergy rights-of-way; land tenure adjustments including exchanges, sales and grants; cooperative use agreements; and compliance checks.
- complete processing of 141 unintentional trespass cases; 423 unintential trespass cases must be completed by October 1981.
- processing 650 Native, village, regional or miscellaneous selections under the Alaska Native Claims Settlement Act.
- processing 120 State selections under the Alaska Statehood Act.
- processing 260 Native allotments.

No funding increases are proposed for FY 1979 realty operations.

Withdrawal review and processing - Section 204 of FLPMA requires BLM to complete processing within 15 years (by October 1991) all land withdrawal applications pending as of October 21, 1976, and to review within 15 years, all land withdrawals existing as of October 21, 1976. As of October 21, 1976, there were approximately 4,000 withdrawals existing and 680 withdrawal and revocation applications pending. A withdrawal review resulting in a change of status can make lands available for other purposes such as mineral leasing or recreational purposes. Other lands may be opened for development while some may serve the special needs of state or local governments for parks or sanitary land fills. Because of the time frame set by FLPMA for processing and review, an inventory is being conducted in FY 1978 to determine the number of existing withdrawals and the magnitude of future workloads. The base program for 1979 can only provide the capability to process 85 new or pending withdrawal and revocation applications and the review of 5 existing withdrawals. A program increase of $907,000 and 34 permanent full time positions is necessary in 1979 in order to meet FLPMA mandated deadlines.

Changes for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Withdrawal review and Processing	($)	1,076	1,111	2,018	+907
	(FTP)	(20)	(20)	(54)	(+34)

The proposed increase for withdrawal review and processing will provide the capability in FY 1979 to process a total of 290 pending and new withdrawal and revocation applications, and review of 105 existing withdrawals. Subsequent increases in FY 1980, and in 1981 as needed, will bring the withdrawal review effort to a level which will assure completion of the withdrawal reviews by the mandated deadline of October, 1991.

The object class detail for this proposed $907,000 increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Realty Specialists	GS-5 thru 11	17	254
Natural Resource Specialists	GS-5 thru 11	17	253
Permanent positions		34	507
Positions other than permanent		10	99
Other personnel compensation			22
Total personnel compensation		44	628
Personnel benefits			88
Travel of persons			9
Transportation of things			75
Standard level user charges			32
Communications, utilities and other rent			30
Printing and reproduction			10
Other services			8
Supplies and materials			12
Equipment			15
Total			+$907

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Activity: 3. Renewable Resource Management
Subactivity: A. Forest Management

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Forest Management and Development	($)	7,466	7,750	7,750	--
	(FTP)	(162)	(162)	(162)	--
Forest Management (Western Oregon)	($)	1,310	1,355	1,355	--
	(FTP)	(26)	(26)	(26)	--
Total Requirements	($)	8,776	9,105	9,105	--
	(FTP)	(188)	(188)	(188)	--

Objectives

BLM's forest management efforts on the public domain lands provide for development, management and protection of 2.1 million of commercial forest land and 22 million acres of woodland in the western states. Major objectives of the program are to:

- implement sustained yield management on all commercial forest land determined to be available for timber production.
- increase the current annual harvest level to reach 130 million board feet by FY 1981 and support this level by improving forest sites and stands, and providing for prompt reforestation of all cut-over or other non-stocked forest sites.
- protect, maintain and enhance woodland areas which are valuable for production of forest products as well as water, wildlife habitat, forage, and recreation uses.
- provide special environmental protection on commercial forest lands by meeting established schedules for preparing environmental impact analyses and statements.
- maintain an up-to-date inventory on 2.1 million acres of commercial forest lands and, as rapidly as new data becomes available, develop and maintain current comprehensive long-term plans for the management of timber and related resources.

Base Program

The Forest Management program consists of two components: forest management and development on public lands outside of western Oregon; and forest management in western Oregon. The forest management subactivity provides all the capability for forest management outside western Oregon. Capability for management of public domain forest lands in western Oregon, which are intermingled with the highly productive Oregon and California Grant lands, is heavily augmented by the Oregon and California Grant Land fund appropriation.

Receipts for all forest products from public domain lands administered by the forest management program were $10.9 million in FY 1977; they are estimated to be $11.1 million in FY 1978 and $11.8 million in FY 1979.

Forest Management and Development (Public Domain Lands) - In 1976, the BLM completed a reinventory of commercial forest on public domain lands. The inventory shows there are 2.1 million acres of commercial forest land with standing timber of over 11 billion board feet, and an annual producing capacity of 178 million board feet in the 11 western states, excluding Alaska and the Oregon and California Grant Lands. Based on an analysis of multiple use values, some of these commercial forest lands will be excluded from intensive forest production. These exclusions will reduce the area of commercial forest land available for full timber production from 2.1 million acres to 1.5 million acres, and the potential yield from 178 million board feet to 130 million board feet annually. The reductions are expected to be a positive benefit to other overriding values such as water quality, wildlife habitat, and recreation; and will help protect steep slopes and other fragile sites which could be subjected to permanent damage if timber harvests were to occur on a full scale basis.

An estimated 22 million acres of woodland is also managed by this program to provide protection from insects, disease, and trespass in order to maintain site productivity and to provide a variety of forest products for public benefit. An estimated 30,000 permits are made annually on these lands for forest products for timber and other commodities such as fuelwood, posts, poles, Christmas trees, and other vegetative products.

The FY 1979 program is a continuation of FY 1978 efforts which reflect the results of added funding in FY 1978. Within the current level of funding, timber sale offerings will increase from 75 million board feet (MMBF) in FY 1978 to 89 MMBF in FY 1979; by FY 1981 the estimated sustained yield sale level of 130 MMBF will be reached. Other significant units of accomplishment in FY 1979 include:

- 2,000 acres of reforestation, 1,500 acres of precommercial thinning, and 500 acres of site improvement.
- completing preparation of an environmental impact statement (EIS) for the Coeur D'Alene, Idaho sustained yield unit.
- completing resource inventories and beginning preparation of the Ukiah, California unit EIS.
- meeting demand for woodland forest products by completing 37,000 sales and permits.

Forest Management (western Oregon) - This component provides the minimum funds necessary to implement forest management practices on the intermingled BLM administered public domain lands, and Coos Bay Wagon Road lands in western Oregon. These funds are combined with the O&C Grant Land Funds to provide the total forest management capability for all BLM lands in western Oregon. No funding increase is proposed in this account for FY 1979, although there are major increases on behalf of this program provided in the O&C Grant Land Fund in FY 1979.

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Activity: 3. Renewable Resource Management
Subactivity: B. Range Management

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Grazing Management	($)	27,270	28,226	28,226	--
	(FTP)	(547)	(547)	(547)	--
Wild Horse & Burro Management	($)	3,077	3,131	3,131	--
	(FTP)	(31)	(31)	(31)	--
Total Requirements	($)	30,347	31,357	31,357	--
	(FTP)	(578)	(578)	(578)	--

Objectives

The objectives of BLM's range management program are to:

- provide forage for domestic livestock, in harmony with other public land uses, to stabilize the livestock industry and to improve and maintain rangeland vegetative conditions to meet those use demands on a sustained yield basis.

- manage wild horses and burros at a population level that will maintain them as a natural part of the western rangelands in harmony with other forage uses of the public lands.

Base Program

The BLM administers approximately 172 million acres of public lands in the 13 western states, which provide a portion or all of the forage needs for an estimated 3.3 million cattle, 4 million sheep, 15 thousand domestic horses, and 62 thousand wild horses and burros. The BLM range management program consists of two primary components: grazing management, which is estimated to generate receipts in FY 1978 of $20.8 million and $26.0 million in FY 1979; and wild horse and burro management.

Grazing Management - Approximately 135 million acres of Federal ranges are considered to be in less than satisfactory condition, that is, classified in fair, poor, or bad condition. Only 3.2 million acres are classified in excellent condition. Current trends in range condition indicate that only 19% of the Federal ranges are improving; 65% are in a static condition and 16% are declining. Grazing management has proven to be one of the best methods for protecting and improving range conditions. This is accomplished by implementing allotment management plans (AMP's) which provide for proper use of forage plants by specifying season of use, intensity of use, and periodic rest. These plans are developed in cooperation with the rancher, and other involved parties, to meet the rancher's needs and objectives, as well as other public needs. The plans also outline improvement facilities required, development operations, and cooperative maintenance responsibility.

There are approximately 8,700 grazing allotments having a potential for implementing management plans. As of the end of FY 1977, 1,158 plans covering an estimated 25 million acres have been implemented since the program was started in 1964. Range condition trends on these areas have shown a clear improvement, compared with areas where this intensive grazing

management has not yet been implemented.

Early in 1975, a U.S. District Court ruled in Natural Resource Defense Council (NRDC) vs. Morton, that BLM's grazing programmatic environmental impact statement (EIS) was inadequate. Under terms of the court-ordered agreement, BLM was committed to complete 212 site-specific EIS's on 150 million acres of public land by 1989; the agreement further restricts BLM from implementing new allotment management plans on a specific area until the EIS is completed. As a result, no new allotment management plans have been implemented since 1975. However, those that were only partially implemented in that year will be fully completed with all identified improvements made by the end of FY 1978. Other range improvements which can be made and do not involve the implementation of allotment management plans or "their equivalent" are now extremely limited; however, with eight EIS's covering 6.8 million acres and 426 allotment management plans scheduled for completion in FY 1978, new allotment management plan implementation opportunities will be opened in FY 1979 and beyond.

Development of the EIS's has required changes in the basic grazing program. A proposed revision to the EIS schedule has consolidated several of the original areas resulting in a new total of 155 EIS's which must be completed by 1989. In preparing the pilot statement on the Challis area in Idaho, it was found that adequate basic resource inventory which is necessary to fully assess the grazing impacts, was lacking. Because of this deficiency, more effort is being put into gathering new data and updating existing data. As a result of the existing data deficiencies, the original court-ordered agreement schedule cannot be met; a renegotiation of the schedule is now underway. Capability for preparation and implementation of new allotment management plans has been diverted to conducting inventories for use in multiple use planning and environmental impact analyses at an accelerated rate.

The revised EIS schedule, particularly those to be completed in the early 1980's, is based on inventory capability within the base program as well as increases proposed in the Soil, Water and Air management subactivity and the Wildlife Habitat Management subactivity for FY 1979. Without the increased capability in these activities, the statements scheduled for completion in the early 1980's will not be completed. This will also result in further delay in implementing critically needed range improvement practices.

No funding increase for the grazing management program is proposed for FY 1979. Assuming receipt of the proposed increases in the Soil, Water, and Air management, and the Wildlife Habitat Management activities, the FY 1979 base program for grazing management provides for the following efforts:

- completion of 13 EIS's covering 13.5 million acres and starting of 15 EIS's covering 28.2 million acres which will be completed in FY 1980.
- implementation of not more than 245 intensive grazing management systems (allotment management plans) on an estimated 4.3 million acres of public land covered by EIS's completed in FY 1978.
- preparation of an estimated 1,000 environmental analyses on range improvement projects such as reservoirs, springs, storage tanks, fences, seeding and planting, and other practices necessary for implementation of specific allotment management plans. Specific improvements to be made will be funded by both this appropriation, and the Range Improvement Fund which is estimated at $10.9 million in FY 1979.

- administration of an estimated 24,000 grazing authorizations; making an estimated 20 adjustments in range use; and processing an estimated 40 grazing appeals.

- use supervision which includes compliance checks on all grazing authorizations; processing an estimated 600 trespass cases; and several site specific resource studies to be used in evaluation of range trends in existing allotment management plans.

- annual maintenance on an estimated 900 miles of fence, 120 cattle guards and passes, 2,300 water developments, and accomplishing 5,000 acres of land treatment. Most maintenance of livestock facilities in FY 1979 will be accomplished utilizing Range Improvement Funds.

- inventory of vegetative conditions where required on approximately 13.7 million acres of public rangelands in support of multiple use planning and resulting grazing environmental impact statements scheduled for completion in the early 1980's.

Wild horse and burro management - With passage of the Wild Horse and Burro Act of 1971, BLM has responsibility of protecting and managing these animals on public lands. Since protection was initiated, populations of wild horses and burros have increased to the point where they are frequently depleting the range to the detriment of themselves, livestock, wildlife, and soil and water stabilization conditions.

Intensive management practices for these animals are required to reduce their impact on declining range conditions. Managing wild horses and burros as a natural part of the public lands will require reduction of the present numbers to a level determined through land use plans. Preliminary estimates indicate that the public land ranges can support approximately 30,000 wild horses and burros; this estimate will be refined once all land use plans are completed. To reach this goal by 1987, an estimated 116,000 excess animals will have to be removed. Once the management numbers have been reached, 4,500 animals will have to be removed each year to maintain that level.

Disposal of excess animals has become a major difficulty in meeting objectives. When excess animals have been gathered from the ranges, they are kept in corrals and require feed and care for as long as five months before adoption. Wild horses placed in confinement have contracted diseases for which domestic horses have developed a natural immunity. Since the Adopt-a-Horse program is BLM's vehicle for disposal of excess animals, they must be in good health before they will be accepted by an adoptor, or allowed to be transported across State lines. Many people have applied to adopt horses, but when given the opportunity, turn down the offer, leaving BLM to care for the animal, turn it back out on the range, or seek other means of disposal. Much of the problem stems from people's reluctance to travel hundreds or thousands of miles to pick up a horse and transport it to their residence. In an effort to solve this problem, BLM is establishing distribution centers in FY 1978, in Massachusetts, Arkansas, Texas, Oregon, and California where a large number of potential adoptors reside. To make these costs of transporting animals and operations at the distribution centers somewhat self supporting, the Bureau plans to recover these special costs from recipients under the Service Charges, Deposits and Forfeiture appropriation; these funds will be used to augment regularly appropriated funds in this aspect of the horse and burro program. Wild horses and burros cannot be sold, thus they remain in the custody of the United States. This has resulted in BLM having to take back, feed and care for unwanted horses that were adopted until they could be readopted, transported back to public lands, or otherwise disposed of.

With thousands of animals transferred to individuals under cooperative agreements, enforcement of the law to assure that the animals are not used for commercial gain is a growing task.

No funding increase is proposed in FY 1979 for the wild horse and burro program. The FY 1979 base program will provide for:

- removing and placement of 6,500 excess wild horses and burros from the public land.
- management of 9 major holding centers, and 5 distribution centers.
- compliance checks on an estimated 15,000 cooperative agreements which will be in effect by 1979 for adopted animals.
- annual inventory of wild horses and burros, and trend condition studies of the range they utilize.
- further development and implementation of management plans for wild horses and burros.

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Activity: 3. Renewable Resource Management
Subactivity: C. Recreation Management

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec.(-)
Wilderness Management	($)	1,900	1,925	9,736	+7,811
	(FTP)	(14)	(14)	(89)	(+75)
Natural and Cultural Resource Management	($)	2,401	2,484	2,484	--
	(FTP)	(47)	(47)	(47)	--
Recreation Use Management	($)	5,152	5,328	5,328	--
	(FTP)	(102)	(102)	(102)	--
Total Requirements	($)	9,453	9,737	17,548	+7,811
	(FTP)	(163)	(163)	(238)	(+75)

Objectives

The BLM's Recreation Management program provides for the management and protection of recreation resources and visitors on public lands; and for the management and protection of cultural, natural history, visual, and wilderness resources located on public lands. The broad objectives for managing the recreation program include:

- protecting the public land resources in response to heavy recreational uses such as off-road vehicles, river rafting, hiking, and camping.
- providing adequate visitor contact and public information, and administering a permit system to inform, control, and protect visitors.
- providing basic recreation resource inventory and review data necessary to meet land use planning requirements and for other special studies, such as wilderness review.

° encouraging State and local governments, when appropriate, to develop and manage public land recreation resources.

Base Program

There are 270 million acres of public lands open to various forms of recreation use. During the period from 1964 to the present, annual visitations to the public lands have increased from 12 million visitations to 80 million visitations. Increased leisure time, awareness of public land values, and increased mobility are direct factors in this increase. BLM's recreation management program is comprised of three major components: Wilderness Management; Natural and Cultural Resource Management; and Recreation Use Management.

Wilderness Management - The Federal Land Policy and Management Act of 1976 requires that all roadless islands, and public land areas of 5,000 acres or more having wilderness characteristic be studied and managed to protect wilderness values pending final Congressional determination of suitability for wilderness designation. The major features of the BLM wilderness management program on public lands includes efforts to:

° conduct a review of 55 existing and formally-identified natural and primitive areas containing approximately 600,000 acres and prepare reports on their suitability for wilderness preservation for the Congress by July 1, 1980. The total study area involved with these areas is an estimated 2.6 million acres.

° conduct an accelerated inventory of the public lands to estimate the roadless areas and number of tracts containing 5,000 acres or more with wilderness characteristics, and within 15 years, review and report on these identified areas. There are an estimated 1,500 roadless areas totalling 46 million acres in the Lower 48 States; an estimated 8,000 islands; and an estimated 90 million acres in Alaska under BLM management which will require this inventory.

° provide for mineral surveys by the U.S. Geological Survey and the Bureau of Mines on all areas to be reported as suitable and recommended for wilderness preservation.

° manage study areas during their review to protect their wilderness character and suitability for wilderness preservation.

This is a new program start for BLM. Fourteen positions and $700,000 were reprogrammed in FY 1977 to begin study of the 55 identified natural and primitive areas. These funds and positions are available in FY 1978, as well as an additional $1.2 million which will be used by USGS and the Bureau of Mines for mineral survey work on those on the 55 existing areas which may be suitable for wilderness designation. Increases are requested because the FY 1979 base program will not provide for completion of the review of the 55 areas until 18 months after the July, 1980 deadline. Nor will the base capability permit an early determination of those public lands that warrant further study for possible wilderness designations and those which do not meet the criteria and are therefore available for other management purposes. It is the Bureau's objective to complete this initial segregation of its lands in the Lower 48 within a two year period. Increased capability is also required to initiate the studies on the estimated 46 million roadless acres to find those that will meet the wilderness criteria and must be reported to Congress with recommendation for or against inclusion within the wilderness system. In order to meet the established near-term and longer range deadlines, an increase of $7,811,000 and 75 full time permanent positions is requested for FY 1979 to conduct the review and to supervise contracted specialists.

Natural and Cultural Resource Management - Efforts of this component are directed towards protecting and managing natural history, visual, and cultural resources of the public lands. Natural history resource efforts include inventorying, protecting and managing rare or representative areas of natural phenomena, cave resources, and research natural areas. Visual resource efforts include inventorying and analyzing the visual resources, and preparing procedures for minimizing visual impacts in conjunction with other uses of the public lands. Cultural resource efforts include inventorying, analyzing, stabilizing, protecting, and managing archeological and historic resources. At present, the Bureau manages 500 cultural and historic properties, 70 of which are on the National Register of Historic Places.

No increase is proposed in FY 1979 for this component. The FY 1979 base program will provide for: protection and stabilization of 50 significant cultural and historical properties; inventory and evaluation of 30 million acres of public lands for potential cultural and historical sites; preparation of studies and management plans of high cultural and historical value sites and areas; and issuance of permits for scientific investigation of these features on public lands.

Recreation Use Management - This component provides for: managing off-road vehicle (ORV) events and designation of ORV special management areas; designating and managing rivers and trails for recreation use; and inventorying, analyzing, and managing recreation resources for the use and enjoyment of the general public.

The BLM is presently providing protection and management for recreation resources on public lands which include:

- 11 primitive areas totalling 234,000 acres,
- 160 natural areas encompassing 895,000 acres,
- 30 special recreation land areas containing 3.1 million acres,
- the California Desert Conservation Area encompassing 12 million acres,
- 45 recreation and whitewater rivers including 3 National Wild and Scenic Rivers,
- 8 trails of national significance, and
- 250 developed recreation sites and 250 primitive campgrounds.

No increase is proposed in FY 1979 for this component. The FY 1979 base program will provide for: issuing more than 1,000 permits for competitive off-road vehicle events, commercial river rafting, and other organized or competitive recreational uses of the public lands; continued interim management of the California Desert Conservation Area until the management plan is completed in September 1980; providing visitor management and assistance for 4.5 million recreation users on the public lands at all identified areas and developed sites; and continued inventory and development of activity plans, necessary for management of areas formally identified through the planning system.

Changes for FY 1979

(Dollar amounts in thousands)

	1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Wilderness Management ($)	1,900	1,925	9,736	+7,811
(FTP)	(14)	(14)	(89)	(+75)

Completion of the review of 55 identified natural and primitive areas by the deadline of July 1980 requires a program increase in FY 1979. Of similar urgency is the need for an accelerated inventory of roadless tracts in order that those which do not possess wilderness characteristics will be immediately available for normal multiple use management. The proposed program increase will establish a level of funding which will:

- provide for completion of reviews and reports on the 55 identified natural and primitive areas by the deadline of July, 1980,
- provide $1.6 million and 30 full time positions to USGS/BM for conducting mineral surveys needed during the formally identified area reviews, and
- provide for inventory of an estimated 23 million acres of roadless tracts in the Lower 48 States and 9 million acres in Alaska. Lands not suitable for wilderness preservation would be immediately available for normal multiple use management.

The object class detail for this proposed $7,811,000 increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Outdoor recreation planner	GS-5 thru 12	32	598
Landscape architect	GS-5 thru 11	7	130
Natural Resource Specialist	GS-5 thru 11	6	112
Permanent Positions 1/		45	840
Positions other than permanent 1/		130	1,285
Other personnel compensation			68
Total compensation		175	2,193
Personnel benefits			275
Travel of persons			350
Transportation of things			150
Standard level user charges			114
Other rent, communications and utilities			150
Printing and reproduction			200
Other services 2/			4,099
Supplies and materials			105
Equipment			175
Total			+$7,811

1/ BLM positions only. USGS and Bureau of Mines will receive 30 FTP positions and funds for 15 man-years of other than permanent positions. Skills of the positions are Mineral/geologically oriented. Funds for the positions are included in the "other services" object class.

2/ Includes $1.6 million for distribution to USGS and BM.

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Activity: 3. Renewable Resource Management
Subactivity: D. Soil, Water, and Air Management

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Soil, Water, and Air Management	($)	10,784	11,099	14,679	+3,580
	(FTP)	(258)	(258)	(293)	(+35)
Employee Compensation Fund	($)	709	845	845	--
	(FTP)	--	--	--	--
Total Requirements	($)	11,493	11,944	15,524	+3,580
	(FTP)	(258)	(258)	(293)	(+35)

Objectives

BLM's soil, water, and air management program on the public lands is designed to:

- protect, maintain or enhance soil capability by minimizing soil losses.
- protect, maintain, or enhance surface and ground water quality.
- maintain or enhance air quality on, or adjacent to, the public lands.
- conduct site inventories of soils and vegetation where the information is necessary to make sound land use decisions.
- perpetuate an estimated 200 species of threatened or endangered plants through protection and habitat improvement measures.
- protect, and make available for scientific study, the geological and paleontological resources found on the public lands.

Base Program

The soil, water, and air management program provides basic support to all BLM resource programs in addition to directly providing stabilization efforts for unnaturally eroding soil. Establishing this capability in each resource activity would result in duplication of effort and fragmented information suited only for specific purposes. All resources use basic water, soils, and vegetative information; providing for total Bureau needs requires centralization of the support data to accommodate the needs efficiently and at least expense.

Man-caused erosion on the public lands has accelerated in many areas. Misuse by grazing, logging, construction, off-road vehicles, and others have left many areas with shallow soils that were once several feet thick. Initial inventories of watersheds totalling 132 million acres show that only 8% have stable erosion conditions; 52% have slight erosion, and the remaining 40% have moderate to severe erosion. Progress toward direct protection and stabilization of unnaturally eroded soils has been accomplished through the development of 14,830 detention dams and reservoirs; 4,582,000 lineal feet of water control dikes; and site improvement measures through land treatments such as plowing and seeding on 4.5 million acres. BLM has an estimated $115 million invested in soil and water control structures. No funding increase is proposed for this work in FY 1979. The base program

will provide $1.4 million for developing water control structures and land treatments; which include approximately 62,000 cubic yards of earth fill for dikes and dams, 40 miles of fence, 10 cattleguards, and 10,000 acres of mechanical treatment. $1.1 million is available for maintenance of existing facilities.

The FY 1979 base program provides for applied research and studies for soils, watersheds, and air quality necessary to provide data for resource management decisions and development of management techniques. This effort is undertaken through contracts with universities, or cooperatively with other agencies. Approximately 115 resource studies and 25 applied research projects will be conducted.

Section 7 of the Endangered Species Act of 1973, requires that endangered plants be conserved. Existing vegetative inventories are not completed in enough detail to determine the extent or abundance of endangered plants believed to occur on public lands. This, coupled with lack of data as to the adverse impacts to endangered plants by other uses, may limit or stop other public land uses until impacts can be identified. It is anticipated that more than 200 plants on public land will be officially listed by the Fish and Wildlife Service as endangered species to be protected under mandatory provisions of the Endangered Species Act. The FY 1979 base program contains some capability ($300,000) to carry out continued inventory, and protection facilities development and maintenance on behalf of the endangered plant program.

The soil, water, and air program provides basic inventories for its own programs as well as those in support of range, forestry, wildlife, minerals, and recreation programs. The site inventory conducted by this program is designed to inventory soils, its production potential, erosion conditions and trends, climatic variation, and water quality conditions. This extensive inventory cannot be reasonably designed to meet each and every resource management need, so it may be necessary for other resource programs to conduct more intensive inventories on specific areas to gather more detailed data to meet their individual program requirements. This site inventory procedure is coordinated with priority programs in the Bureau to meet urgent requirements such as necessary data for the grazing environmental impact statement schedule. An estimated 100 million acres of this inventory will be required by 1989 in order to meet the revised grazing EIS schedule.

In FY 1978, site inventories will be performed on an estimated 2.4 million acres. In order to meet the early 1980 grazing EIS schedules, it will be necessary to inventory an additional 11.3 million acres in FY 1979. A program increase of $3,580,000 and 35 fulltime permanent positions is being proposed, which will enable BLM to increase inventory capability by another 7.2 million acres. Remaining shortfalls in site inventories, if any, will require redirection within the base for additional inventories.

The BLM has been notified that its assessment for Employees Compensation in FY 1979 will be $845,000; an increase of $136,000 over FY 1978. This increase will be accommodated within the FY 1979 program level in this subactivity.

Changes for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Soil, water, and air Management	($)	10,784	11,099	14,679	+3,580
	(FTP)	(258)	(258)	(293)	(+35)

The court-ordered agreement to develop grazing environmental impact statements as a result of the NRDC vs. Morton suit requires detailed soil-vegetative data to adequately assess the environmental impacts. Inventories, therefore, must be scheduled to meet the environmental statement schedule. Since there is little flexibility regarding the timing of completion of the EIS's, all programs that support this effort must adjust to meet the schedule. More than 100 million acres of public range lands lack basic soil information necessary to make sound judgments on productive potential. Similar acreages lack current, reliable vegetative information. As a result, it is not possible to make decisions allocating existing and potential vegetative resources among competing uses.

Without increased capability for inventory, the grazing environmental statement schedule cannot be met. Soil inventories are contracted with the Soil Conservation Service, universities or private consulting groups. Contracting sources, however, are limited and cannot presently provide all the services required to meet necessary inventory schedules. Thus, some in-house capability is also included within the request.

In order to meet the grazing EIS schedule, we are proposing an increase in FY 1979 of $3,580,000 and 35 full-time permanent positions. The increase will provide for an additional 7.2 million acres of inventory, resulting in a total capability of 9.6 million acres in FY 1979.

The object class detail for the $3,580,000 increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Soil Scientist	GS-5 Thru 12	35	653
Permanent Positions		35	653
Positions other than permanent		128	1,266
Other personnel compensation			58
Total compensation		163	1,977
Personnel benefits			245
Travel of persons			135
Transportation of things			100
Standard level user charges			105
Other rent, communications and utilities			50
Printing and reproduction			30
Other services			803
Supplies and materials			60
Equipment			75
Total			+$3,580

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Activity: 3. Renewable Resource Management
Subactivity: E. Wildlife Habitat Management

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Subactivity Requirements	($)	6,368	6,585	8,120	+1,535
	(FTP)	(125)	(125)	(140)	(+15)

Objectives

The goal of the BLM wildlife habitat management program is to protect and improve habitats for fish and wildlife species dependent partially or totally on public lands for food and shelter. This is accomplished through a balanced program of habitat management in conjunction with other land uses and in close cooperation with State fish and game agencies. Broad objectives of the program are to:

- manage wildlife habitats to maintain and improve the Nation's wildlife heritage.
- provide public recreational opportunities associated with wildlife resources on public lands to satisfy increasing public demand.
- protect the quality and quantity of the 8.1 million acres of public land which constitutes the habitat of critically threatened or endangered wildlife species.
- improve and protect 270,000 miles of streams and 5.2 million surface acres of lakes and reservoirs to increase output of the Nation's commercial and sport fisheries and to protect endangered aquatic species.

Base Program

To achieve these objectives, the BLM wildlife program has developed major program thrusts which are associated with specific wildlife legislation. This legislation includes:

- The Migratory Bird Conservation Act of 1929
- The Taylor Grazing Act of 1934
- The Conservation of Timber on Certain Land in Oregon Act of 1937
- The Endangered Species Act of 1973
- The Sikes Act of 1974
- The Federal Land Policy and Management Act of 1976.

Under these authorities, BLM's primary role is to manage the habitat while the States and other Federal agencies are responsible for population management.

Wildlife habitat management needs and responsibilities within the BLM have increased rapidly as a result of human population growth and increased demands for natural resources. Approximately 20 percent of all big game in the United States is found on the public lands. This includes most of the grizzly bear, desert bighorn sheep and caribou; 80 percent of the moose; 65 percent of the mule deer; and 45 percent of the antelope. At present management levels, it is estimated that by the year 2000 there will be national declines in such species as antelope, bighorn sheep, and elk. To partially

compensate for the losses caused by declining habitats on private lands, BLM can and should stabilize, improve and develop habitats on public lands.

At present, BLM administers an estimated 377 million acres of big game habitat, 402 million acres of small game habitat, 93 million acres of water fowl habitat, 5.2 million acres of lakes and reservoirs, and 270,000 miles of streams. Accomplishments to date include:

- of the estimated total of 1,366 plans needed to protect and manage wildlife habitats, 152 wildlife management plans have been partially or totally implemented.

- Of the 126 million acres in the Lower 48 States requiring specific wildlife oriented management and protection, 12.5 million acres are under intensive habitat management.

- participation in developing 16 recovery plans for the protection, improvement and perpetuation of the 45 Federally-listed endangered or threatened species found on public lands; efforts are also directed towards working with States on management of species listed by the States as having sensitive populations. Species for which special protection projects have been initiated include: the desert tortoise and bighorn sheep in southern California; the Tule Elk in south-central California; birds-of-prey in the Snake River Canyon of Idaho; Lahonton cut-throat trout, and pupfish in Nevada; peregrine falcon, white pelican, and squawfish in Colorado; Colorado cut-throat trout in Utah and Wyoming; Mexican Duck in New Mexico; and the woundfin minnow and the gilatop minnow in Arizona.

- approximately 1,760 miles of the 270,000 miles of sport and commercial fisheries streams have been partially or fully improved to meet potential production levels of these waters.

Program objectives for fish and wildlife are attained through the preparation and implementation of specific planning efforts. The BLM's wildlife habitat planning component is the habitat management plan (HMP). Wildlife habitat plans are developed in cooperation with state agencies on habitat areas which are established to encompass the biological requirements of priority species. The plan includes all lands within that area regardless of land status or administrative responsibility. The plan considers the habitat requirements for not only priority species, but other species as well. Objectives, specific responsibilities for management, and project development and maintenance are fully defined in the HMP.

In addition to HMP's, endangered species recovery plans are developed to specifically protect those species and their habitats which are classified as threatened or endangered. These plans are developed by recovery teams appointed by the U.S. Fish and Wildlife Service. The recommendations contained in the recovery plans provide guidance for interagency conservation and recovery programs on a species-by-species basis. There are over 100 sensitive fish and wildlife species which are listed by various States for protection. The BLM works closely with the States to provide habitat management and protection for the sensitive species occupying public lands.

An integral part of the BLM wildlife program is the conducting of inventories that provide adequate information for making sound land use decisions. Wildlife inventories are coordinated with all other resource programs, and Federal and State agencies, to eliminate duplication of effort and to assure adequacy for full consideration in land use planning.

Changing conditions require recurring inventories on a regular basis to determine current conditions and trends. The basic inventory provides general information that will have to be added to in more detail for special programs or project development. When the inventories are completed, the information is analyzed considering full resource potential followed by resolution of conflicts with other uses. The recommendations and decisions made through the land use planning process provide the guidance for preparation of wildlife habitat management plans.

Within the base level of funding in FY 1979, the following wildlife habitat management objectives will be met:

- provide adequate protection for an additional 8.1 million acres of critically threatened or endangered species habitat.
- improve 293 miles of commercial and sport fisheries streams.
- improve 6 million acres of wildlife habitat by implementing 30 wildlife habitat management plans through methods such as vegetative treatments, water developments or fencing.
- participate in developing up to 10 threatened or endangered species recovery plans as they are proposed by the Fish and Wildlife Service.
- obtain basic inventory data on approximately 7.6 million acres.

The FY 1979 base program does not contain sufficient capability to perform an additional 5.1 million acres of wildlife inventory required to support the court-ordered grazing environmental impact statement schedule; increases of $1,535,000 and 15 positions are proposed for FY 1979, to provide capability to meet wildlife data requirements of the statement schedule.

Changes for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Wildlife Habitat Management	($)	6,368	6,585	8,120	+1,535
	(FTP)	(125)	(125)	(140)	(+15)

The grazing environmental impact statements require wildlife data which is not provided in inventories made by the range, or soil, water and air management activities. The FY 1979 base provides capability to perform these inventories, where needed, on 7.6 million acres. To meet the grazing EIS schedule, an additional 5.1 million acres must be inventoried in FY 1979 to provide needed data for those EIS's scheduled for completion in the early 1980's. Performance of this additional inventory will require increases of $1,535,000 and 15 full time permanent positions in FY 1979.

The object class detail for this proposed $1,535,000 is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Wildlife Biologist	GS-5 thru 11	9	168
Natural Resource Specialist	GS-5 thru 11	6	112
Permanent Positions		15	280
Positions other than permanent		55	544
Other personnel compensation			25
Total compensation		70	849
Personnel benefits			75
Travel of persons			55
Transportation of things			40
Standard level user charges			45
Other rent, communications and utilities			20
Printing and reproduction			10
Other services			371
Supplies and materials			30
Equipment			40
Total			+$1,535

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Activity: 3. Renewable Resources Management
Subactivity: F. Fire Management

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Total subactivity requirements	($)	8,284	8,647	8,647	--
	(FTP)	(208)	(208)	(208)	--

Objectives

The objectives of BLM's fire management program are to protect natural resource and other values on the public lands from loss or depletion due to wildfire, and to develop fire utilization techniques as a tool for resource management.

Base Program

BLM has the responsibility to protect more than 402 million acres of public land from wildfire. Of this total, approximately 6 million acres are protected through contracts with State, local, or other Federal fire protection agencies.

Fire damage to timber, watersheds, recreation, range, wildlife habitats, property and other resources on the public lands amounts to millions of dollars each year. Annual fire damages since 1966 have ranged from $2 million to more than $60 million depending upon the acres burned and the resource values destroyed.

On a 10 year average, 2,100 fires occur each year on public lands; varying in size from less than one acre to more than several hundred thousand acres. An average of more than 1.1 million acres are burned each year.

Fire occurrence cannot be accurately predicted; however, conditions that are more conducive to fire, such as lightning storms, heavy fuel build-up, and high public use areas are analyzed to provide information used in determining fire probability. Fire readiness has reduced resource damage by close observation of high probability areas and quick action on reported fires.

Studies and research show that a fire can, and in many areas must, play an important role in resource management. Using fire to improve timber growth and remove undesirable vegetation is a useful tool. Prescribed and controlled burns have resulted in improving range and watershed conditions superior to those accomplished through mechanical methods. However, fire management technology has not progressed to the point of providing optimum use of fire. Improving fire management technology will reduce rangeland and timber stand improvement costs and provide longer lasting results.

No increases are proposed in FY 1979 for the fire management program. The FY 1979 program will provide for efforts to: maintain the current level of fire management practices and techniques directed toward reducing resource loss due to fire; and purchase of firefighting equipment required to improve firefighting effectiveness. Capability is also provided for fire prevention contracts on 6 million acres of public lands which are protected by other firefighting agencies.

Capability for emergency prevention, presuppression, and suppression efforts and emergency resource rehabilitation is provided for in the Firefighting and Rehabilitation Activity.

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(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total subactivity requirements	($)	12,171	12,705	10,840	-1,865
	(FTP)	(306)	(306)	(306)	--

Objectives

BLM manages approximately 180 million acres of public land in the Lower 48 States, and several million additional acres of land with reserved mineral rights. Because of new legislation, which emphasizes planning requirements, and the need for sound planning to guide coordinated and balanced multiple use management, the long-range goal is to complete and maintain land use plans (called Management Framework Plans) on these public lands, including an additional 90 million acres in Alaska. Major objectives are to:

- maintain a base of Management Framework Plans of sufficient quality to guide future public land use decisions as required by relevant legislation. Rapidly changing demands and issues relating to public land require revising plans on an average of every six years.
- prepare specific planning studies as required by special legislation and management needs.

Base Program

Management Framework Plans have been completed on approximately 80% of the public lands in the Lower 48 States. These provide on-the-ground guidance, constraints and coordination between each category of public land use. Broad land use categories include:

- mineral exploration, development and production
- intensive land use for commercial, agricultural, industrial, urban, right-of-way, and other public purposes
- production of timber and related vegetative products
- domestic livestock, and wild horse and burro grazing
- soil and water production, and water and air quality management
- wildlife habitat preservation and production
- protection and/or use of cultural and historical resources, scenic and wilderness values, and other outdoor recreation values.

The land use planning program is needed to meet many legislative requirements, including those set forth in the:

- Federal Land Policy and Management Act of 1976
- National Environmental Policy Act of 1969
- Federal Coal Leasing Amendments Act of 1975
- Surface Mining and Reclamation Act of 1977

° numerous Acts and executive orders dealing with environmental protection, including clean air, clean water, endangered species, historic preservation, wild horses and burros, wild and scenic rivers, wilderness, and off-road vehicle use.

The general planning process is tailored for BLM's highly decentralized multiple use mission. The public lands are subdivided into 600 "planning units". These basic compartments or geographic areas are used to record inventory data showing condition, use, capability and problems for each land use category. Other planning system components are used to document need and demand for public land resources; significance of the public land to users, industries, and communities; and other critical issues that need to be addressed in the plan.

The management framework plan is then developed through these steps for two or three planning units grouped together. Optimum plans are first developed independently for each land use category. These alternative ways to use the land are compared during the second step which produces multiple use coordination. The third step is review and approval. Substantial public involvement and interagency coordination occurs throughout the entire process.

Specifically mandated planning efforts include the California Desert Conservation Area, and the National Petroleum Reserve - Alaska. Section 601 of the Federal Land Policy and Management Act, requires preparation and implementation of a comprehensive long-range plan for the 12 million acres of public land in the California Desert Conservation Area by September 30, 1980. The Naval Petroleum Reserve Production Act of 1976 mandates completion of a comprehensive land use management plan for the National Petroleum Reserve - Alaska (NPR-A) by April 1979. Both plans are being prepared utilizing the elements and procedures of the BLM planning system.

The FY 1979 base level program for multiple land use planning provides for:

° major revisions of management framework plans for 50 planning units; 47 are scheduled for revision in FY 1978. This level of effort provides for revisions of management framework plans on an 8-year cycle.

° completion of new management framework plans for 20 planning units; 16 are scheduled for completion in FY 1978.

° completion of the California Desert Conservation Area Plan by September 1980, as scheduled.

° completion of the National Petroleum Reserve - Alaska land use plan by April 1979, as scheduled.

A reduction of $1,865,000 from the FY 1978 level is proposed for FY 1979 as a result of reduced contracted data gathering requirements from the NPR-A land use plan.

Changes for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Subactivity	($)	12,171	12,705	10,840	-1,865
	(FTP)	(306)	(306)	(306)	--

The land use plan for the National Petroleum Reserve - Alaska is targeted for completion by April 1979. A major share of the data gathering requirements for this plan were met through funds provided in fiscal years 1977 and 1978. The reduced need for additional data in FY 1979 results in a proposed program decrease of $1,865,000; leaving $890,000 for finalization of the plan based on available data during FY 1979.

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Activity: 4. Planning and Data Management
Subactivity: B. Data Management

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total subactivity requirements	($)	12,616	12,903	12,903	—
	(FTP)	(164)	(164)	(164)	--

Objectives

BLM's data management program objectives are to provide appropriate automated data management capability for BLM's administrative and resource management programs to insure that BLM programs operate efficiently; and to provide suitable and timely information for land use planning, resource management and administrative decisions.

Base Program

Resource management, in the present social and political climate, rests on a foundation of knowledge comprised of data and information documented in a variety of formats. Legal, scientific, and managerial data may be recorded on paper, text, photographs, maps, plats, digital tapes or electronic imagery. It is estimated that located in BLM files are 84 million individual records, each containing many data elements ranging from one to several thousand items. As a result of the broad geographic area of Bureau responsibility and operations, these records are stored at more than 120 separate locations from New York City to Fairbanks, Alaska.

In FY 1976 the BLM initiated implementation of a "Strategic Plan for Information Systems Management" which resulted from a multi-year study of BLM data management requirements.

Under the Strategic Plan, BLM's data management workload was categorized into 14 distinct components called application packages. Systems will be designed and implemented on a phased basis for each application package. The packages are:

- Resource Inventory
- Planning Unit Resource Analysis
- Land and Survey Records Management
- Case Management
- Utilization Management
- Management Framework Planning
- Program Planning
- Regional Analysis
- EAR/EIS Preparation
- Annual Work Planning and Program Management
- Accounting and Fund Control
- Payroll
- Manpower and Organization Management
- Property Control

Packages are implemented using the "building block concept". Each package, when implemented, will provide a segment of functional utility in BLM. No subsequent packages are necessary for its full implementation. However, the data base associated with each package is available for use in subsequent packages. The target date for completion of system design, development and testing was 1983; current projections now plan for completion by 1985.

No increases are proposed for the data management program for FY 1979. The FY 1979 base will provide for efforts to:

- complete design, continue systems development (programming), and initiate testing of the Resource Inventory, Unit Resource Analysis, and Land and Survey Records application packages.

- complete the determination of user requirements and initiate system design for Case Management, and Utilization Management packages.

- complete analysis and design of the Data Base and Telecommunications System necessary to support all application packages of the Strategic Plan.

- continue operation of automated systems now functioning in support of BLM's programs and operations, including the transfer of all programs to a newly acquired computer.

- complete testing of remote sensing techniques for applicability to the inventory and management of resources under BLM jurisdiction.

- acquire equipment as appropriate for field office use of resource data bases, including local processing equipment as determined necessary by the Data Base and Telecommunications System study.

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Activity: 5. Cadastral Survey
Subactivity: A. Cadastral Survey

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Alaska Surveys	($)	9,953	10,091	11,091	+1,000
	(FTP)	(79)	(79)	(79)	--
Lower 48 States surveys	($)	8,195	8,769	9,453	+ 684
	(FTP)	(330)	(330)	(330)	--
Total requirements	($)	18,148	18,860	20,544	+1,684
	(FTP)	(409)	(409)	(409)	--

Objectives

As mandated by law, the objective of BLM's cadastral survey program is to provide timely identification of public land boundaries, from which legal property descriptions are derived in all the public land states; and to provide surveys for other Federal land management agencies as requested, primarily on a reimbursable basis.

Base Program

The BLM has sole responsibility for the cadastral survey and resurvey of Federal lands, including the public lands which it administers and lands administered by other Federal agencies. Land management functions such as land transfers, energy development, easement acquisitions, timber sales, rights-of-way, and occupancy and trespass resolution are wholly dependent on clearly determined boundaries and legal property descriptions which are, in turn, directly dependent upon the public land grid monuments established by cadastral surveys.

The nature of BLM's cadastral survey workload results in dividing the program into two distinct areas: Alaska, and the Lower 48 States. Efforts in Alaska, which is largely unsurveyed, are almost exclusively new survey work. Because of the deteriorated condition of survey monuments, many of which were established in the 1800's, resurveys constitute almost 90% of the workload in the Lower 48 States.

Alaska Survey - The Alaska survey program is directed primarily by legislative requirements of the Alaska Statehood Act, the Alaska Native Claims Settlement Act, and a commitment to complete the required surveys in a reasonable period of time. A brief summary of Alaska's planned survey workload factors is as follows:

Alaska Cadastral Survey Program

WORKLOAD FACTORS acres required to be surveyed	acres surveyed in thousands thru FY 1977	estimate FY 1978	estimate FY 1979	remaining to be surveyed	Surveys planned for completion by
ANCSA (44,000,000)	4,100	3,200	3,900	32,800	1986
State Selections (104,450,000)	29,110	1,800	1,800	71,740	1996
Other 1/ (1,400,000)	235	150	150	865	2000
Total 2/ (145,850,000)	33,445	5,150	5,850	105,405	

1/ Includes Native allotments (1,200,000) and headquarters, trade and manufacturing, communication, homesites, etc.

2/ Not included is potential workload of boundary surveys for national systems, dependent upon Congressional action and identification of all boundaries of occupied lots, airports, schools, churches, and other businesses for which workload cannot be measured at this time.

Because of increased survey contracting costs in Alaska, the 1979 base level would result in a deficit of 700,000 acres of ANCSA surveys needed in FY 1979 in order to meet the 1986 completion schedule. To remain on schedule in FY 1979, an increase of $1,000,000 is requested to provide for increased contract survey capability. An additional five man-years of temporary support is also included for added work in contract preparation and administration.

Lower 48 States Surveys - In the Lower 48 States, the originally mandated task of completing the rectangular grid throughout the Nation remains to be fulfilled. This task proceeds slowly because higher priority resurvey and special survey work takes precedence.

Resurvey of public lands, originally surveyed prior to 1910, is necessary because of the large number of fraudulent surveys conducted under contract prior to 1910. In addition, materials such as wood posts and rock piles used at that time for monumentation have deteriorated. As a result, many monuments have been lost and now require replacement. This maintenance type remonumentation program is also carried out for current high priority programs such as energy development and timber sales.

Special surveys are irregular surveys which do not conform to the rectangular system. They usually locate singular lines or boundaries as provided by law for homesteads, townsites, airports, and other special purposes.

The FY 1979 base program for surveys in the lower 48 States provides for:

- by resurvey and special surveys:
  - 115,000 acres in support of forest development
  - 510,000 acres in support of energy development
  - 510,000 acres in support of realty operations
  - 525,000 acres in support of other BLM resource and management programs

- and by original surveys:
  - 400,000 acres of U.S. Forest Service and other agency requirements
  - 100,000 acres required for BLM Management actions.

Increasing needs for original surveys result in a proposed increase in FY 1979 of $684,000.

Changes for FY 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Alaska Survey	($)	9,953	10,091	11,091	+1,000
	(FTP)	(79)	(79)	(79)	--
Lower 48 States Survey	($)	8,195	8,769	9,453	+ 684
	(FTP)	(330)	(330)	(330)	--
Total Requirements	($)	18,148	18,860	20,544	+1,684
	(FTP)	(409)	(409)	(409)	--

Alaska Surveys - Increased costs of survey contracts are resulting in a shortfall of acres surveyed necessary to meet survey schedules. An increase of $1,000,000 in FY 1979 will provide the level of funding necessary to survey an additional 700,000 acres by contract, thus maintaining the completion schedule of 1986 for ANCSA surveys and for state selection surveys by 1996.

Lower 48 States Surveys - There is a current annual backlog of more than 500,000 acres of original survey in the Lower 48 States. An increase of $684,000 is proposed in FY 1979 which will provide for the purchase of an auto-surveyor, which is a high speed inertial survey system currently being successfully used in Alaska. Tests have shown that this system will work successfully in the Lower 48 States. The additional auto-surveyor will provide the capability to conduct the survey of the 500,000 acre back-log of original surveys which exist as requirements of BLM and other agencies, and the capability to rapidly survey areas of vast expanse such as in the California Desert and areas in Arizona, New Mexico and Nevada.

The object class detail for the proposed $1,684,000 cadastral survey program increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Positions other than permanent.....		5	49
Other personnel compensation.....			1
Total compensation.....		5	50
Personnel benefits.....			6
Travel of persons.....			9
Transportation of things.....			1
Other rent, communications and utilities.....			2
Printing and reproduction.....			1
Other services.....			932
Supplies and materials.....			3
Equipment.....			680
Total.....			+$1,684

# # # # # # #

Activity:	6. Firefighting and Rehabilitation
Subactivity:	A. Firefighting and Rehabilitation

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Firefighting	($)	4,150	4,150	29,400	+25,250 1/
	(FTP)	--	--	--	
Rehabilitation	($)	600	600	600	--
	(FTP)	--	--	--	
Total Requirements	($)	4,750	4,750	30,000	+25,250
	(FTP)	--	--	--	--

Objectives

These funds are used for emergency presuppression efforts and for actual suppression of fires starting on or threatening the public lands, and for subsequent emergency rehabilitation work in burned areas to reduce resource and economic losses.

Base Program

Annual firefighting costs are directly related to the occurrence of fire and fire conditions, and thus cannot be programmed with any accuracy. The varying number of fires, size of fires, general severity of conditions, and length of the fire season directly impact the annual funding required.

Wildfire does not always result in permanent loss of resources, but in some instances where conditions are right, permanent losses in vegetation, soil, and wildlife habitat have occurred. When vegetative cover is removed by wildfire, early evaluation of wildfire burns to determine and implement rehabilitation needs is required to prevent the loss of thousands of cubic yards of soil to water or wind erosion with permanent impairment of site productivity. Rapidly growing species of vegetation, and water control structures such as brush dams or ditches, are established in these areas immediately to reduce further resource losses.

Total firefighting and rehabilitation costs have averaged more than $23,000,000 annually for the past 10 years; obligations in FY 1977 amounted to more than $42,000,000.

The FY 1979 base program provides $4,750,000 for firefighting and rehabilitation. This will provide for emergency presuppression efforts such as emergency firefighting crew training and readiness; aircraft readiness; and fire detection efforts. This is the same level of funding requested for the last several years. Supplemental appropriation requests for the period of 1974-1978 have averaged $29.4 million annually; a supplemental request of $53,000,000 is being submitted in FY 1978 to cover FY 1977 costs borrowed from other accounts, and estimated FY 1978 costs.

1/ In accordance with guidelines contained in Senate Report 93-1069, fire rehabilitation obligations are not to exceed $1,000,000 without Committee approval.

To reduce the need for borrowing from other accounts, such as the Land and Water Conservation Fund, and to minimize the need for annual supplemental appropriations for firefighting and rehabilitation costs, an increase of $25,250,000 is proposed for FY 1979.

Changes for FY 1979

(Dollar amounts in thousands)

	1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Firefighting ($)	4,150	4,150	29,400	+25,250
(FTP)	--	--	--	--

In the past, costs for emergency firefighting and rehabilitation have been met through deficit financing as authorized by Section 102 of the General Provisions of the Interior and Related Agencies Appropriation Act. This requires borrowing funds from other accounts and subsequent supplemental appropriations to repay these accounts. Transfers from other accounts is administratively cumbersome and can be disruptive to the programs from which funds are borrowed.

The proposed increase of $25,250,000 is the amount estimated to cover, in full, average year fire costs. Receipt of this increase will substantially reduce the need to borrow from other accounts and for annual supplemental appropriations. Should actual firefighting and rehabilitation costs exceed the new funding levels provided in this request, Section 102 of the General Provisions would continue to apply. Conversely, in a favorable fire year, all funds not utilized (unobligated amounts) would lapse, since the funds in this appropriation do not remain available until expended.

The object class detail for this proposed $25,250,000 increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Positions other than permanent.....		815	3,283
Other personnel compensation.....			2,778
Special personnel serivces payments.....			4,040
Total personnel compensation.....		815	10,101
Personnel benefits.....			505
Travel of persons.....			253
Transportation of things.....			505
Other rent, communications and utilities.....			758
Other services.....			8,080
Supplies and materials.....			4,798
Equipment.....			250
Total.....			+$25,250

# # # # # # #

Activity: 7. Administration and Enforcement Subactivity: A. General Administration

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Total subactivity requirements	($)	3,477	3,756	3,756	--
	(FTP)	(161)	(161)	(161)	--

Objectives

The objective of the general administration program is to provide for effective and efficient management support functions to the Bureau such as personnel administration, budget and program development, property management, financial management, management analysis and contracting and procurement services to all BLM programs.

Base Programs

The general administration program has been established within the budgetary structure of the BLM since 1947. The program as an operational element embraces the classical administrative functions of fiscal management, budget and program development, personnel management, procurement and contracting services and property management, as well as executive direction and management.

No increases are proposed for this program in FY1979. The FY1979 base program will provide for efforts which include:

- process 95,000 billings and payment documents
- process 1,100 personnel actions
- complete 300 recruitment actions
- negotiate and award 270 service contracts
- advertise and award 700 contracts
- maintain headquarters and field office activities including executive management, budget and program development, property management, and general services. This account is responsible for the budget justification and similar budget documents, without which, the Bureau would not long exist.

# # # # # # #

Activity: 7. Administration and Enforcement Subactivity: B. Law Enforcement

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Subactivity Requirements	($)	556	574	1,124	+550
	(FTP)	(10)	(10)	(10)	—

Objectives

The objective of BLM's law enforcement program is to enforce the laws and regulations governing the management, use and protection of the public lands.

Base Program

The public lands have always been a source of Treasury revenues, and a livelihood for many people who reside on or near public lands. These lands are largely open to recreation, all forms of authorized consumptive use and legal occupancy. Many of the resources on public lands have been taken for granted and consequently abused. These abuses were recognized and laws were passed prohibiting the destruction or improper use of the public land resources. However, BLM was not given the authority to enforce the enacted statutes. As more and more people used public lands, and as these resources became more valuable, it was evident that BLM would require law enforcement authority. In 1974, a task force study was conducted concerning enforcement of existing laws governing the public lands. The study resulted in establishment of a limited law enforcement program in November 1975. The program consisted of employing professional law enforcement personnel to prevent the occurrence of prohibited acts on the public lands and prepare investigative cases for prosecution.

Passage of the Federal Land Policy and Management Act of 1976 broadened law enforcement responsibility of the BLM, and encourages contracts and cooperative agreements with State and local law enforcement agencies to enforce Federal and State laws on public lands.

In FY 1978 cooperative agreements will be entered into with local law enforcement agencies in Nevada, Utah, Idaho, and California. BLM enforcement agents will investigate and prepare for prosecution, an estimated 1,000 cases.

The FY 1979 base program will provide for an additional 2 contracts and 3 cooperative agreements in high priority need areas, and the same level of cases. To provide capability for increased contracts and agreements, an increase of $550,000 is proposed for FY 1979.

Changes for FY 1979

(Dollar amounts in thousands)

	1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Law Enforcement ($)	556	574	1,124	+550
(FTP)	(10)	(10)	(10)	--

In order to meet law enforcement needs in FY 1979, an increase of 9 contracts and 21 cooperative agreements is necessary. Contracts will be issued to appropriate local agencies, meeting law enforcement training standards, for the enforcement of Federal laws and regulations relating to the public lands within their respective jurisdictions.

Cooperative agreements will be entered into with State or local law enforcement agencies to enforce the laws or ordinances of the State, county, or other subdivision on public lands within their jurisdiction. This cooperation may include reimbursement to the cooperating agency for expenditures incurred while assisting in law enforcement activities on public lands and for training their enforcement agents as necessary to meet Federal training requirements.

The entire proposed increase of $550,000 will be expended in the "other services" object class.

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Activity: 8. Common Program Services (non-Budget activity)

(Dollar amounts in thousands)

Contributing Appropriations and Activities	1978 Currently Available Perm. Posns	1978 Currently Available Amount	1979 Base Perm. Posns.	1979 Base Amount	1979 Estimate Perm. Posns.	1979 Estimate Amount	Inc.(+) or Dec.(-) Perm Posns	Inc.(+) or Dec.(-) Amount
1. Management of Lands & Resources Appropriation	(1,140)	($41,538)	(1,140)	($41,538)	(1,140)	($42,685)	(- -)	($+1,147)
Energy and Minerals Management.....	318	12,872	318	12,872	318	11,271	- -	-1,601
Lands and Realty Management.....	177	6,386	177	6,386	177	6,694	- -	+ 308
Renewable Resources Management.....	420	13,929	420	13,929	420	15,927	- -	+1,998
Planning and Data Management	121	4,138	121	4,138	121	4,264	- -	+ 126
Cadastral Survey.....	102	3,490	102	3,490	102	3,737	- -	+ 247
Administration and Enforcement.....	0	73	0	73	0	142	- -	+ 69
Reimbursable Accounts.....	2	650	2	650	2	650	- -	- -
2. Oregon & California Grant Land Fund	(109)	(2,636)	(109)	(2,636)	(109)	(3,150)	(- -)	(+ 514)
3. Service Charges, Deposits and Forfeitures Appropriation.....	(14)	(826)	(14)	(826)	(14)	(1,665)	(- -)	(+ 839)
Total Requirements	1,263	$45,000	1,263	$45,000	1,263	$47,500	- -	$+2,500
Fixed Costs and General Equipment.....	-	$18,000	-	$18,000	-	$19,600	- -	$+1,600
Program Direction.....	404	13,050	404	13,050	404	13,500	- -	+ 450
General Clerical and Administrative Support.....	745	11,700	745	11,700	745	12,000	- -	+ 300
Maps and Plats.....	51	450	51	450	51	525	- -	+ 75
Maintenance of General Purpose and Communications Equipment.....	50	1,350	50	1,350	50	1,410	- -	+ 60
Fire Operations.....	13	450	13	450	13	465	- -	+ 15
Total Requirements.....	1,263	$45,000	1,263	$45,000	1,263	$47,500	- -	$+2,500

Base Program

This common program services activity is a non-add item financed by other operating programs of the Bureau. It is an accounting/financial management system method for planning, charging, and allocating to appropriated activities certain cost items which would be administratively difficult and expensive, if not impossible, to charge direct. Costs incurred in this activity are charged back at the end of each month to appropriated activities on a formula basis. In concept and operation this activity is patterned on standard private sector cost accounting procedures for the allocation of indirect costs to the total cost of goods and services provided. The procedures used in BLM for allocation of program services costs have been reviewed and approved in recent GAO audits.

The common program services activity does not include or augment appropriations for the "General Administration" activity which finances specific centralized administrative functions including budgeting, accounting, personnel management, management research, procurement, and property management.

All billings for cost recoverable work performed by BLM, such as Trans-Alaska pipeline inspection, and for certain reimbursable work performed by BLM for other Federal, and non-Federal agencies include appropriate charges for program services. These funds are credited against Common Program Services costs in the fiscal year quarter following the period in which such credits were earned.

Program Services amounts derived from the O&C Grant Land Fund are used to cover such costs incurred in the BLM western Oregon O&C Districts and those in the BLM Oregon State Office on behalf of the O&C program.

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Management of Lands and Resources	1979 Base Pos.	1979 Base Avg. No.	1979 Base Amount	1979 Estimate Pos.	1979 Estimate Avg. No.	1979 Estimate Amount	Inc. (+) or Dec. (-) Pos.	Inc. (+) or Dec. (-) Avg. No.	Inc. (+) or Dec. (-) Amount
Object class									
11 Personnel compensation:									
11.1 Permanent positions 1/	4,478	4,165	77,472	4,633	4,320	79,678	+155	+155	+2,206
11.3 Positions other than permanent	2,352	2,352	22,111	3,562	3,562	29,151	+1,210	+1,210	+7,040
11.5 Other personnel compensation	--	--	4,977	--	--	7,937	--	--	+2,960
11.8 Special personal services payments	--	--	4,227	--	--	8,267	--	--	+4,040
Total personnel compensation	6,830	6,517	108,787	8,195	7,882	125,033	+1,365	+1,365	+16,246
Other Objects:									
12.1 Civilian personnel benefits			14,232			15,474			+1,242
21.0 Travel and transportation of persons			9,608			10,493			+885
22.0 Transportation of things			5,375			6,316			+941
23.1 Standard level user charges			8,382			8,700			+318
23.2 Communications, utilities and other rent			6,500			7,514			+1,014
24.0 Printing and reproduction			1,600			1,846			+246
25.0 Other services			78,918			72,336			-6,582
26.0 Supplies and materials			12,600			17,630			+5,030
31.0 Equipment			7,000			8,275			+1,275
32.0 Lands and structures			1,700			1,700			--
41.0 Grants, subsidies and contributions			1			1			--
42.0 Insurance claims and indemnities			50			50			--
Total requirements			254,753			275,368			+20,615

1/ The total 4,478 base positions are lapsed on an annual rate of 7%. There is no lapse included for the 155 new positions as they will be filled at the beginning of FY '79.

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management [$246,939,000] *$275,368,000 of which $30,000,000 shall be available only for the suppression and emergency prevention of forest and range fires on or threatening lands under the jurisdiction of the Department of the Interior and Department of Agriculture and for the emergency rehabilitation of burned over lands under the jurisdiction of the Department of the Interior.*

(5 U.S.C. 485; 16 U.S.C. 583, 594; 43 U.S.C. 2, 54, 72, 129, 315, 1181 a-f, 1701; 78 Stat. 986; Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.

Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	1977 actual	1978 est.	1979 est.
Program by activities:			
Direct programs:			
1. Energy and minerals management	109,568	97,419	78,619
2. Lands and realty management	40,452	26,345	27,281
3. Renewable resource management	66,142	77,321	90,301
4. Planning and data management	18,967	25,592	23,743
5. Cadastral survey	14,681	18,846	20,544
6. Firefighting and rehabilitation	42,032	4,750	30,000
7. Administration and enforcement	3,058	4,324	4,880
Total direct program	294,900	254,597	275,368
Reimbursable program:			
1. Energy and minerals management	--	250	250
2. Lands and realty management	615	650	650
3. Renewable resource management	2,810	5,753	4,964
5. Cadastral survey	1,590	1,602	1,602
6. Firefighting and rehabilitation	2,247	1,600	1,600
Total reimbursable program	7,261	9,855	9,066
Total program costs, funded[1/]	302,161	264,452	284,434
Change in selected resources (unpaid, undelivered orders)	-17,663	--	--
10.00 Total obligations	284,499	264,452	284,434
Financing			
Offsetting collections from:			
11.00 Federal funds	-6,812	-5,837	-7,066
14.00 Non-Federal sources	-615	-2,000	-2,000
17.00 Recovery of prior year obligations	-2,737	--	--
21.00 Unobligated balance available, start of year	-30	-2,018	--
24.00 Unobligated balance available, end of year[2/]	2,018	--	--
25.00 Unobligated balance lapsing	2,654	--	--
Budget authority	278,977	254,597	275,368
Budget authority:			
40.00 Appropriation[3/]	272,977	246,938	275,368
41.00 Transferred to other accounts[3/]	-20,000	--	--
42.00 Transferred from other accounts[4/]	26,000	--	--
43.00 Appropriation (adjusted)	278,977	246,938	275,368
44.20 Supplemental now requested for civilian pay raises	--	7,659	--
Relation of obligations to outlays:			
71.00 Obligations incurred, net	274,335	256,615	275,368
72.00 Obligated balance, start of year	85,756	57,156	65,418
74.00 Obligated balance, end of year	-57,156	-65,418	-57,161
90.00 Outlays, excluding pay raise supplemental	302,935	241,000	283,319
91.20 Outlays from civilian pay raise supplemental	--	7,353	306

1/ Includes capital investment as follows: 1977, $8,969 thousand; 1978, $10,490 thousand; 1979, $10,365 thousand.

2/ Unobligated balance unavailable; reflects reimbursable billings for firefighting shown as direct Federal obligations in prior years.

3/ Transferred to the Land and Water Conservation Fund to return authority temporarily transferred to BLM to cover firefighting obligations in excess of available appropriation in the transition quarter.

4/ Transferred from the Land and Water Conservation Fund to cover firefighting obligations in excess of available appropriations, under authority of section 102 General Provisions.

Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302		1977 actual	1978 est.	1979 est.
Direct obligations:				
Personnel compensation:				
11.1	Permanent positions	71,077	77,373	79,678
11.3	Positions other than permanent	22,253	22,071	29,151
11.5	Other personnel compensation	6,887	4,972	7,937
11.8	Special personal services payments	7,658	4,227	8,267
	Total personnel compensation	107,875	108,643	125,033
12.1	Personnel benefits: Civilian	13,600	14,221	15,474
21.0	Travel and transportation of persons	8,401	9,608	10,493
22.0	Transportation of things	5,263	5,375	6,316
23.1	Standard level user charges	5,536	7,300	8,700
23.2	Communications, utilities and other rent	8,488	6,200	7,514
24.0	Printing and reproduction	1,589	1,600	1,846
25.0	Other services	100,234	78,849	72,336
26.0	Supplies and materials	17,515	12,650	17,630
31.0	Equipment	6,526	8,500	8,275
32.0	Lands and structures	2,231	1,600	1,700
41.0	Grants, subsidies, and contributions	1	1	1
42.0	Insurance claims and indemnities	23	50	50
95.0	Quarters and subsistence charges	-297	--	--
	Total direct obligations	276,985	254,597	275,368
Reimbursable obligations:				
Personnel compensation:				
11.1	Permanent positions	2,465	2,808	2,808
11.3	Positions other than permanent	1,247	1,971	1,971
11.5	Other personnel compensation	104	143	143
11.8	Special personal services payments	4	--	--
	Total personnel compensation	3,820	4,922	4,922
12.1	Personnel benefits: Civilian	433	651	651
21.0	Travel & transportation of persons	705	510	520
22.0	Transportation of things	201	200	200
23.2	Communications, utilities, and other rent	255	300	300
24.0	Printing and reproduction	58	100	100
25.0	Other services	852	2,182	1,383
26.0	Supplies and materials	979	600	600
31.0	Equipment	70	90	90
32.0	Lands and structures	142	300	300
	Total reimbursable obligations	7,515	9,855	9,066
99.0	Total obligations	284,499	264,452	284,434

MANAGEMENT OF LANDS AND RESOURCES

Personnel Summary

	1977 actual	1978 est.	1979 est.
Direct:			
Total number of permanent positions	4,589	4,478	4,633
Full-time equivalent of other positions	3,238	2,352	3,562
Average paid employment	7,505	6,517	7,882
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657
Reimbursable:			
Total number of permanent positions 1/	123	357	347
Full-time equivalent of other positions	100	210	210
Average paid employment	214	542	542
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657

1/ Includes 224 Young Adult Conservation Corps staff positions funded by the Office of the Secretary in 1978 and 1979.

ACQUISITION, CONSTRUC-
TION AND MAINTENANCE

APPROPRIATION SUMMARY STATEMENT

APPROPRIATION: Acquisition, Construction, and Maintenance

Funds in this appropriation are used to meet these major objectives:

-- To construct buildings, recreation facilities, roads, trails and bridges necessary for the management of public lands, for the protection of public lands from visitor abuse, and for providing physical access to these lands.

-- To insure that public lands are open by obtaining legal access and purchasing lands where necessary for the protection, development, administration, and use of the public lands and their resources.

-- To maintain buildings, roads, and recreation sites to protect the public investment and to insure the health and safety of visitors and BLM employees.

Appropriation Summary

Appropriation, 1978		$18,707,000
Unobligated balance from prior years		426,000
Total available for obligation		19,133,000
Decreases:		
Construction and acquisition	$11,776,000	
Maintenance	7,357,000	19,133,000
Subtotal		---
Increases:		
Construction and acquisition	$10,217,000	
Maintenance	7,466,000	17,683,000
Budget Estimate, 1979		$17,683,000

JUSTIFICATION OF PROPOSED LANGUAGE CHANGE

Acquisition, Construction, and Maintenance

For acquisition of lands and interests therein, and construction and maintenance of buildings, recreation facilities, roads, trails, and appurtenant facilities [$18,707,000] *$17,683,000* to remain available until [expended; and for liquidation of obligations incurred pursuant to authority contained in 23 U.S.C. 203, $1,924,000, to remain available until] expended.

(16 U.S.C. 594; 43 U.S.C. 2, 1181a, 1701, 1715, 1762; 69 Stat. 734; 70 Stat. 130; Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

Deletion of the clause which provided cash to liquidate contract authority is proposed because no contract authority (previously provided under bi-annual amendments to the Federal-Aid Highway Act) remains to be liquidated. Appropriations provided in 1977 and 1978, together with rescission of $13,900,000 in 1977, covered all previously unfunded contract authority.

BUREAU OF LAND MANAGEMENT

Acquisition, Construction, and Maintenance
Analysis by Activities
(dollar amounts in thousands)

Activity/Subactivity	Appropriation 1977	Appropriation 1978	No.of Perm. Pos'n	1979 Budget Estimate	No.of Perm. Pos'n	Budget Estimate 1979 Compared with 1978 Appropriation	No.of. Perm. Pos'n	Page Ref.
1. Construction and Acquisition								
Appropriation	$ -9,932	$ 11,415	103	$ 10,217	103	$ -1,198		BLM-66
Unobligated balance brought forward	22,240			--				
Unobligated balance lapsing	667	--		--		--	--	
Obligation Program	11,278	11,841		10,217		-1,624		
Unobligated balance carried forward	$ 361	--		--				
2. Maintenance								
Appropriation	$ 6,792	$ 7,292	80		80	$ +174	--	BLM-80
Unobligated balance brought forward	279			--				
Obligation Program	7,009	7,292		7,466		+174		
Unobligated balance carried forward	$ 65	--		--		--		
Total Appropriation	$ -3,140	$ 18,707	183	$ 17,683	183	$ -1,024	--	
Total unobligated balance brought forward	22,519	426		--		-426		
Total unobligated balance lapsing	667	--		--		--		
Total Obligation Program	18,287	19,133		17,683		-1,450		
Total unobligated balance carried forward	$ 426	--		--		--		

Construction and Acquisition Program Synopsis

1. Construction and Acquisition: Fiscal Year 1978, $11,415,000; Fiscal Year 1979, $10,217,000; decrease of $1,198,000.

	Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
A.	+198,000	-	$ 3,768,000	-	Building Construction
B.	-800,000	-	580,000	-	Recreation Construction
C.	-809,000	-	4,156,000	-	Road and Trail Construction
D.	-	-	1,500,000	-	Acquisition
E.	+213,000	-	213,000	-	Annualization of Pay Costs
	$-1,198,000	-	$10,217,000	-	

Subactivity	FY 1978 Estimate	FY 1979 Estimate	Change
Building Construction	$ 3,570,000	$ 3,768,000	$ +198,000
Recreation Construction	1,380,000	580,000	-800,000
Road and Trail Construction	4,965,000	4,156,000	-809,000
Acquisition	1,500,000	1,500,000	-
Pay Costs	-	213,000	+213,000
Total	$ 11,415,000	$10,217,000	$ -1,198,000

Construction is a zero-based program. The 1979 program consists of the following new projects:

Buildings

Fairbanks, Alaska	$ 380,000
Phoenix, Arizona	22,000
Black Mountain, Arizona	80,000
Susanville, California	650,000
Shoshone, Idaho	120,000
Squaw Butte, Idaho	70,000
Lewistown, Montana	66,000
Elko, Nevada	850,000
Lakeview, Oregon	320,000
Hanksville, Utah	660,000
Rawlins, Wyoming	80,000
Survey, Design & Administration	470,000
Total Building Construction	$ 3,768,000

Recreation Projects

Paxson Lake Campground	$ 90,000
Mohave Way Station	130,000
Pacific Crest Trailhead	120,000
Salmon/Snake River Management	90,000
Cave Protection	45,000
River Contact Stations	30,000
Survey, Design & Administration	75,000
Total Recreation Construction	$ 580,000

Road and Trail Construction	
Timber Support	$ 486,000
Recreation Support	2,197,000
Multiple Use	1,473,000
Total Roads and Trails	$ 4,156,000
Acquisition	
Title, appraisal, easement purchases	$ 1,500,000
Pay Costs	$ 213,000
Total, Construction and acquisition	$10,217,000

FY 1979 Program

Activity: 1. Construction and Acquisition
Subactivity: A. Building Construction

The obligation program level for FY 1978 is $3,593,000 including $23,000 originally programmed for obligation prior to FY 1978.

Fiscal Year 1978, $3,570,000; Fiscal Year 1979, $3,768,000; an increase of $198,000.

A. Building Construction — +$198,000, Total $3,768,000
Total 14 Positions

Necessary buildings and appurtenant facilities, such as office buildings, warehouses, equipment storage buildings, fire stations and lookouts, district storage yards, parking areas, and housing in isolated areas, are constructed to carry out Bureau programs.

Proposal: The following projects are proposed for construction in Fiscal Year 1979:

Alaska	Fairbanks District Complex	Contract design of a multifacilities building	$ 380,000
Arizona	Phoenix District	Three communication site buildings	22,000
Arizona	Black Rock Mountain Lookout	Fire lookout with water and sanitation facilities	80,000
California	Susanville District	Fire dispatch facility, shop and expansion of existing warehouse	650,000
Idaho	Shoshone District Office	Expansion of District Office Building	120,000
Idaho	Squaw Butte Lookout	Fire Lookout	70,000
Montana	Lewistown District	Fire retardant storage and vehicle parking	66,000

Nevada	Elko District	Warehouse and Shop	$ 850,000
Oregon	Lakeview District	Mechanical Shop	320,000
Utah	Henry Mountain Resource Area Headquarters	Warehouse and housing for 12 BLM Employees	660,000
Wyoming	Rawlins District	Warehouse	80,000
All States	Survey, Design and Administration		470,000
Total			$3,768,000

JUSTIFICATION

Fairbanks, Alaska - Design of Multifacilities Building $ 380,000

I. Background

The Fairbanks District is the largest BLM District in area, and has the largest fire control program. Currently, the District office operates out of three sites around Fairbanks. Distances between these sites makes it very difficult to accomplish the District's mission in administering the public lands and providing adequate fire protection.

The present Fairbanks District Office complex includes offices, warehouse and shops which are under a GSA lease which expires in October, 1978. The lease cannot be renewed. A new District Office building scheduled for completion in June 1978, is currently under construction at Fort Wainwright. Interim warehouse and other special-use space is being utilized in dilapidated World War II era buildings belonging to the U.S. Army at various locations on Fort Wainwright, pending construction of the proposed multifacilities building. The interim facilities are marginal at best; are not properly designed for BLM use; and in most cases have already exceeded their planned life.

The present staff in the District Office is 99 permanent personnel, with 85 year-round other than permanent full time, plus approximately 260 seasonal employees. Fire management, with its related smokejumper operations, warehousing and aircraft operations, is a major program of the District. Resource management programs directed by the Federal Land Policy Management Act and the Alaska Native Claims Settlement Act are other major programs. New responsibilities including the National Petroleum Reserve - Alaska; implementation of new mining regulations; off-road vehicle management, highly intensified public recreation in remote areas; implementation of recreation use permit regulations; occupancy trespass; easement management; intensified management on D-2 and special BLM lands; cooperative management efforts with Native corporations; and accelerated mineral exploration and development will further intensify BLM's workload in the Fairbanks District by a substantial amount in the near future.

II. Proposed Program Objectives

The primary objective is to provide one centralized support facility for the BLM District Office which will permit BLM to carry out its management responsibilities in a safe, efficient manner. The District Office, presently under construction, is an administrative building. It does not have any shops, warehouses or other functional space

required to carry out fire management activities and support other resource management programs.

III. Options

Options are very limited. There is no known space of the type required available in the Fairbanks area. The only alternative is to continue use of the unsatisfactory facilities that BLM is currently using.

IV. Impact

The lack of the proposed multifacilities building will require that BLM continue to utilize those existing facilities still available to them. One of the "T" hangers presently being used should be vacated. It is unsafe according to OSHA, a fire hazard, unheated and has a leaking roof. The 8,000 square foot warehouse space associated with the currently leased district office must be vacated when the lease expires in October 1978.

If the project is not completed, efficiency of the total District operation will not increase, but will in fact be reduced because of inadequate shop, warehouse, and special-use space.

V. Project Description

This phase of the project consists of the contract design of the proposed multifacilities building. The design proposal will include a 67,320 square foot building which will replace inadequate warehouse, storage, shop, smokejumper, paracargo, and air operations facilities.

The smokejumper, paracargo, loft and pilot facilities will consolidate in one building operations which are currently utilizing three different sites. It is essential to have all pilot, smokejumper, paracargo and loft operations together to reduce the present problems associated with a seven mile separation between loft and drying tower such as split crews, transportation, lost time, supervision, and fire readiness. Approximately 23,500 square feet will be occupied by these operations.

Consolidated warehousing will also be provided by this proposed facility. The Fairbanks District maintains an inventory valued in excess of $3.5 million. Presently, this inventory is located at three different sites in twelve different buildings. Over 1,174,000 pounds of deliveries are made on a yearly basis. A centralized warehouse facility will greatly improve property control and warehouse operations.

Shop and repair facilities are included in the proposed building. A variety of mechanized equipment such as fork lifts, all-terrain vehicles, crawler tractors, trailers, tankers, chain saws, and water pumps require periodic maintenance and repair as do the over 4,000 different types of items of equipment and tools that are provided in support of fire operations. In addition, over 500 pieces of communication equipment must be maintained by the District. Carpentry, plumbing, welding, electrical, mechanical and painting skills are required to support the District's maintenance responsibilities.

The above described functions are managed best at one centralized location because of the close interrelationship of the work and increased efficiency that can be obtained.

Estimated Cost (Survey & Design) $ 380,000

Project Schedule
Contract Award for Design 2nd quarter FY 1979
Design Completion 4th quarter FY 1979

Outlay Plan
FY 1979 $ 380,000

VI. Future Consideration

Appropriations will be requested in FY 1980 for the construction of the multifacilities building. Estimates from available information indicate that $8,000,000 will be required to construct the facility in FY 1980. Anticipated useful life of the structure is 30 years. Operation and maintenance costs are estimated at $328,000 annually.

x---x---x---x---x

Phoenix, Arizona - Communication Site Buildings $ 22,000

The proposed project involves the location and construction of three fiberglass radio repeater buildings in the Phoenix District. Once completed and operational, the three repeater sites will provide the Phoenix District with complete radio coverage.

x---x---x---x---x

Black Rock Mountain, Arizona - Fire Lookout, Water and Sanitation Facilities $ 80,000

The four-man helitack crew and two-man helicopter crew stationed at Black Rock Mountain during the fire season are currently utilizing existing facilities consisting of several old house trailers, pit toilet facilities and two tin storage sheds used to house the base radio and diesel-powered generator. None of these facilities meet OSHA standards. Fire detection observations are made by members of the crew standing on a high point using binoculars and guessing at the direction of the fire from the vantage point by using a hand-held compass instead of a properly table mounted alidade. Lack of adequate storage space necessitates storage of fire tools and supplies out in the open.

The proposed project would provide living space for the fire and helicopter crew with indoor bathing and sanitary facilities. Tools, equipment and the base radio would also be housed in the same building. A fire observation deck located on top of the building would provide the necessary lookout platform for detection of fires and space to mount a direction finding alidade. Immediate benefits will include rapid fire detection and accurate fire location, resulting in reduced initial attack time. This facility is located in an area which experiences frequent fires which can grow to major proportions, and is subject to several thousand visitors each year, further contributing to the fire danger.

x---x---x---x---x

Susanville, California - Warehouse Expansion, Shop, Fire Dispatch Facility $650,000

The existing complex is composed of a warehouse, communication center, Fire Dispatch and Training Center, a shop and two storage sheds. The original warehouse was constructed in 1964. The other facilities date from the late 1930's to 1964. District operations have more than

doubled since 1964. The existing facilities require expansion or replacement to meet the current needs of the District.

The proposed project includes the expansion of the existing warehouse to provide an additional 3,200 square feet of space for the Susanville fire crew operations and warehouse space for material and equipment now stored outside or in two sheds which are not weatherproof.

The proposed shop (4,000 square feet) will replace an old frame structure. The existing building is small, 1,623 square feet in size, and requires costly maintenance on a yearly basis. The proposed structure would provide adequate space for equipment maintenance and other shop related activities, particularly during periods of bad weather. At the present time, maintenance work is greatly curtailed because of the lack of space and the inability to work effectively during extended periods of cold weather.

The proposed expansion (2,600 square feet) of the fire dispatch facility will provide necessary space to service the Susanville BLM District, Lassen National Forest and the Lassen Volcanic National Park's fire dispatch and training missions. The present structure will be remodeled to accommodate the fire dispatch needs of the three organizations. An addition will be built to house the fire simulator and projection equipment associated with the training program. This addition will also provide space designed for more efficient operation of the dispatch center facilities.

Two storage sheds are included in the proposed project. They will replace two existing sheds built in the 1930's, one of which is classified a shack, the other being an open-front corregated metal building. The proposed sheds would provide total sheltered storage and could accommodate bulk storage for semi-perishable goods and winter storage of specialized vehicles and power equipment. Presently, this equipment is left to the elements in outdoor storage, resulting in accelerated deterioration.

x---x---x---x---x

Shoshone, Idaho - Expansion of District Office $120,000

A new District office was constructed in Shoshone in 1975. Since that time, the District staff has increased by 17 employees. This addition to the District Office is designed to accommodate the increased number of personnel. The proposed expansion will provide an additional 2,360 square feet of office space to alleviate the crowded office conditions.

In 1974, a new office was funded for construction which provided 7,298 square feet of space for the 29 long-term employees in the District. An increase of 17 long-term personnel to the District staff since the new office was designed and constructed has created extremely crowded working conditions. The lack of any leaseable space in the Shoshone area precludes this option for providing additional office space.

Boise, Idaho - Squaw Butte Fire Lookout $ 70,000

The proposed project is designed to replace an existing 10' x 10', two story frame fire lookout built in the 1950's. The new structure (620 square feet) would be a two story building with living quarters on the lower level and fire detection and location equipment on the on the upper level. The living quarters will replace an old trailer (1940 model) which is currently being used by the fire guard. Development of water and sanitary facilities is also included in the proposed project. An average of 1,600 visitors per year come to the lookout site. Therefore, it is necessary to provide sanitary facilities adequate to handle this type of public use, as well as the sanitation needs of BLM personnel assigned at this lookout site.

x---x---x---x---x

Lewistown, Montana - Fire Retardant Storage, Vehicle Parking Shed $ 66,000

The proposed project would relocate the fire retardant storage facilities from the District Office to the Lewistown City-County Airport where BLM maintains its retardant mixing plant. This would insure an uninterrupted supply of retardant, particularly during periods of heavy demand.

The retardant is presently stored in the District warehouse, which is 3/4 of a mile from the retardant plant. The present storage is limited to 40 tons. When retardant demands are heavy, this supply will last only two days.

The retardant has to be transported to the plant by fork lift or truck. Under heavy fire loads and accelerated retardant usage, this presents problems in transportation and available manpower capability.

The proposed 800 square foot corrugated steel building will provide storage for 80 tons of retardant, and provide rest room facilities for the retardant mixing crew which are currently lacking at the plant site.

x---x---x---x---x

Elko, Nevada - Warehouse, Shop, Fire Operation Facilities $850,000

The proposed project involves relocation of the warehouse, shop, and fire operation facilities to a new location 1/2 mile outside of town at the site of the new District administrative complex. Presently, the existing warehouse, shop, and fire operations are located in a residential area, 2-1/2 miles from the GSA leased District Office. Fire equipment is dispatched to over 100 fires per year in day and night time operations. Loaded fire trucks and support equipment, often under red light dispatch, are necessarily routed directly through Elko's central business district, school zones, and residential areas. This situation causes fire vehicle delays due to local traffic and endangers the travelling public, pedestrians and school children. The existing yard complex is located on an annual flood plain and parts are inundated with flood waters from the Humboldt River on a regular basis. Other portions of the yard are needed by the Department of Transportation for a railroad demonstration project.

The proposed project will replace World War II surplus quonsets and surplus mobile homes that have been modified to accommodate fire dispatch needs. New facilities will include; 2,400 square feet of space for fire dispatch, training and rest room facilities, 7,400 square feet of warehouse space, 3,000 square feet of shop area including two maintenance stalls, work area, parts storage, and limited laboratory facilities and covered storage for three fire trucks.

x---x---x---x---x

Lakeview, Oregon - Mechanical Shop $320,000

The proposed project would replace the existing mechanical shop and relocate it from the old District Office site which is in a residential area, to the site of the new District Office complex which is now under construction. The existing shop is an old wood frame building which has dry rot in the structural columns and warped main frame members. The electrical wiring has deteriorated to the point where it represents a safety hazard to those working in the shop and violates OSHA standards. The building floods during heavy rain with the water often freezing on the floor at night.

The funds requested for FY 1979 will provide a metal building with 2,800 square feet of work and storage area which will comply with State and OSHA regulations in providing a safe, healthy work area for BLM employees.

x---x---x---x---x

Hanksville, Utah - Warehouse, Housing for BLM Employees $660,000

The requested funding will provide housing for 12 BLM employees and a 2,000 square foot warehouse for the Henry Mountain Resource Area Headquarters located at Hanksville, Utah.

In July 1976, the Henry Mountain Resource Area Office was established in Hanksville, Utah. The resource area administers about 2.25 million acres of public land in central Utah. The relative isolation of this town of 150 people, 60 miles to nearest junior and senior high schools and to the nearest doctor or dentist, has created some critical problems for BLM employees living at this location. Rental housing in Hanksville is non-existent. Currently, BLM employees are living in Government-furnished mobile homes which are not adequate for the extreme climatic conditions that exist.

A number of reasons exist that prevent BLM employees from building, buying, or renting a home. Empty houses in livable condition are not available to rent or buy. Loans to construct are almost impossible to obtain because the Hanksville water system does not meet the State Board of Health's requirements; therefore, Federal agencies cannot make loans for housing. Lack of fire protection also has an impact on loan availability as well as insurance.

The proposed construction of 12 houses would provide suitable family living facilities for BLM employees. Employee morale would improve greatly, the turn-over rate of employees would decrease, and BLM would be more effective in carrying out its mission in this area.

The proposed warehouse (2,000 square feet) will provide much-needed storage and work area for maintenance and repair work. It would also provide parking space for the fire pumper truck which is used for year-round fire protection of BLM facilities. Funds for construction of a BLM office for this resource area headquarters were provided in the FY 1978 appropriation act.

x---x---x---x---x

Rawlins, Wyoming - Warehouse $ 80,000

The proposed steel warehouse (3,000 square feet) will provide necessary storage facilities for the Rawlins District Office operations. The old quonset-type warehouse was dismantled and disposed of to make room for the modular District Office building.

Original plans were to move the quonset warehouse and utilize it, but its age, (purchased from State of Wyoming in 1965) and the fact that it had already been moved at least three times, made this proposal impractical as well as uneconomical. Cost of dismantling, moving, and reassembly, plus the necessary repair to make the facility useable would far exceed the value of the structure. The District presently has only very limited storage available in the fire warehouse. The space available is totally inadequate for their operations.

x---x---x---x---x

Survey, Design and Administration $470,000

This appropriation will provide capability for the survey, design, and analysis of program needs subsequent to the budget year and provide administration of ongoing construction contracts.

# # # # #

Activity: 1. Construction and Acquisition
Subactivity: B. Recreation Construction

The obligation program level for FY 1978 is $1,420,000 including $40,000 originally programmed for obligation prior to FY 1978.

Fiscal Year 1978, $1,380,000; Fiscal Year 1979, $580,000; a decrease of $800,000.

B. Recreation Construction -$800,000; Total $580,000
Total 12 positions

Recreation facilities for family camping, picnicking and other outdoor recreational activities are constructed on public land sites receiving heavy public use. These facilities provide safe camping and picnicking units, potable water, sanitary facilities and other improvements necessary to assure public health and safety as well as to protect the environmental and resource values of the public lands.

Proposal: Construct the following projects in Fiscal Year 1979 and perform the necessary survey and design for future recreation construction projects.

Alaska	Paxson Lake Campground	$ 90,000
California	Mojave Way Station	130,000
California	Pacific Crest Trailhead	120,000
Idaho	Salmon/Snake River Management Facilities	90,000
New Mexico	Cave Protection	45,000
Oregon	River Contact Stations	30,000
All States	Survey, Design and Administration	75,000
Total		$580,000

Justification of Projects

Alaska - Paxson Lake Campground $ 90,000

The requested funding is required to complete Phase II of the Paxson Lake Campground. Because of the extremely high rate of inflation of construction costs in Alaska, the completion of this 20 unit campground was not possible at the original planned level of funding (an amount of $140,000 was provided in the FY 1976 budget). A water system and sanitary disposal system will be constructed to complete this phase of development.

The Paxson Lake Campground continues to receive extremely high use: 2,631 vehicles averaging 4.1 people during the 103-day season were recorded in 1976. The lake has been identified as one of several distinct destination areas in the Alaska State Outdoor Recreation Plan. Completion of the campground facilities will help protect and prevent further deterioration of this heavily-used recreation area. An adequate water system and sanitary disposal facilities are essential to the protection of the recreationist and the resources at this heavily used site.

x---x---x---x---x

California - Mojave Way Station $130,000

The proposed project will provide visitor contact facilities to effectively assist visitors using the Mojave Desert. The proposed site, located 6 miles north of Mojave on State Route 14, will provide easy access to the facilities for visitors entering the desert along two primary access routes, State Highway 58 and 14. The planned facility will include a 1,500 square foot office and visitor contact building, an outdoor display and trailer dumping facilities, plus a 2,500 square foot parking area. The increased visitor contact will assist in accelerating the implementation of BLM's visitor management program for the area.

x---x---x---x---x

California - Pacific Crest Trailhead $120,000

The proposed project would provide trailhead facilities at Walker Pass which is the major public access to the segment of trail from Rockhouse Basin to Tehachapi Pass, a distance of 75 miles. There are no other major road crossings to the north for approximately 300 miles (Highway 120). To the south of Walker Pass, Highway 58 is

the nearest major highway, a distance of 35 miles. Planned support facilities to be provided at the Walker Pass trailhead include walk-in campsites (5), drive-in campsites (10), parking area (1,800 square feet), corral and stock loading area, water system, including a well, and rest room facilities.

x---x---x---x---x

Idaho - Salmon/Snake River Management $ 90,000

The lower Salmon and Snake Rivers are receiving increasingly heavy recreation use each year. Use restrictions on the upper Salmon have diverted users to the lower portion of the river which has increased the need for BLM to intensify its visitor management program along the river. This, coupled with the fact that the lower portion of the Salmon River is under study for inclusion in the Wild and Scenic Rivers system, has tripled the visitor use since 1975.

Boat/raft launching facilities are non-existent along this portion of the river. Due to the steepness of the river banks, ramps are necessary for the safe launching of boats and rafts. The proposed visitor contact center would provide users with up-to-date information on river flow which is critical to the safe use of the lower Salmon. It would also provide BLM with a focal point for its visitor management program on the river.

x---x---x---x---x

New Mexico - Cave Protection $ 45,000

The primary objective of this proposed project is to protect approximately 130 caves from destruction by vandals, collectors and careless users. A secondary purpose is to provide 10,000 visitors reasonable protection from hazards associated with open caves.

Vandalism, commerical exploitation and unregulated heavy use have destroyed the unique values of numerous caves on public lands in New Mexico through destruction of geologic attributes, as well as disruption of cave-dwelling wildlife habitat. Once-spectacular speleotherms, stalagtites and other formations have been removed to collectors homes or souvenir shops throughout the country. Crucial habitat for a number of cave-dwelling species, ranging from unique insect-life to bats, have been altered by heavy influxes of visitors; some of these species should be preserved for scientific and other values.

The proposed project will include gating certain cave entrances, erecting signs, constructing fences to protect the public from vertical drop-offs in caves which remain open to general public use, and sanitation facilities where heavy public use warrants this service.

x---x---x---x---x

Oregon - River Contact Stations $ 30,000

Information displays are planned for the Deschutes (2), Rogue (1), and Owyhee (1) Rivers. The 4 proposed units will be roofed, bulletin board type displays approximately 7 feet x 12 feet. They will contain user information regarding permit requirements, fish and game regulations, use restrictions, public safety information, points of interest, public facilities available and description of the area, including a map. Interpretive information will also be presented.

Survey, Design and Administration $ 75,000

To provide the capability to survey, design and evaluate the program needs subsequent to the budget year; also to provide administration of ongoing recreation construction contracts.

# # # # #

Activity: 1. Construction and Acquisition
Subactivity: C. Road and Trail Construction

The obligation program level for FY 1978 is $5,263,000 including $298,000 originally programmed for obligation prior to FY 1978.

Fiscal Year 1978, $4,965,000; Fiscal Year 1979, $4,156,000; a decrease of $809,000.

C. Road and Trail Construction -$809,000, Total $4,156,000
Total 52 Positions

Roads, trails, and bridges necessary for access to over 400 million acres of public lands are conducted within this subactivity.

FY 1979 Road and Trail Construction Program

	($000's)
Roads in Support of Timber Program	$ 486
Roads and Trails in Support of Recreation	2,197
General Support Roads	1,473
Total Road and Trail Construction	$4,156

Proposal: To provide safe access to the public lands by constructing roads, trails, and bridges. The FY 1979 road and trail construction program is $809,000 less than the FY 1978 level, exclusive of the carryover of obligations planned for 1977. The program is summarized below.

FY 1979 Road and Trail Construction Program
(000's of Dollars)

	Timber Support	Recreation Support Roads	Recreation Support Trails	General Support	Total
Arizona				$ 441	$ 441
California				272	272
Colorado	$253	$ 761	$400		1,414
Montana	73				73
New Mexico		1,036			1,036
Oregon	160			275	435
Wyoming				485	485
Total	$486	$1,797	$400	$1,473	$4,156

Output by Units

	Timber Support	Recreation Support Roads	Recreation Support Trails	General Support	Total
Grading	6 miles	3 miles	-0-	19 miles	28 miles
Surfacing	-0-	11 miles	-0-	36 miles	47 miles
Trails	-0-	-0-	22 miles	-0-	22 miles
Bridges	1 each	-0-	-0-	28 each	29 each

The FY 1979 road and trail construction program concentrates on the development and improvement of road systems that support multiple resource management programs. In prior years, emphasis has been placed on support of BLM's timber management program. In addition, in FY 1979 heavy emphasis is being placed on surfacing roads in heavy use areas, as well as in areas of high erosion potential.

Justification of Projects

An adequate and safe road and trail system is essential to the proper management of public lands administered by the Bureau. Of the 44,000 miles of existing roads, 32,000 are considered primitive, and approximately 30,000 are in need of upgrading. In most cases, the roads do not meet safety stnadards and many can only be used seasonally. About 6,700 miles of additional road construction and 14,000 additional miles of trail have been identified as necessary to meet the long-term management needs on the public lands.

Construction standards vary from single-lane graded dirt roads for fire management and primitive access needs, to double-lane surfaced roads to meet multiple resource needs and provide access to heavy use recreation areas.

Roads in Support of Timber Program $486,000

Timber from the public lands will help provide wood fiber to satisfy the anticipated growth in the nation's need for wood products. To provide a sustained flow of timber supplies, new stands of timber must be made available through the development of road systems from which harvest operations can be conducted. Timber management roads built with appropriated funds normally provide access to larger management areas where more than one sale may be held or where all resource values contribute to the road development needs. The remainder of the BLM forest access system is built under the provisions of timber sale contracts.

x---x---x---x---x

Roads and Trails in Support of Recreation Programs $2,197,000

The increasing use of the public lands for recreation activities has been directly responsible for the need to improve and develop roads which provide access to the public lands. In terms of numbers of vehicles, the greatest traffic on BLM roads is a result of people using the public lands for some type of recreational activity. Because of the limited area to which existing road systems provide access, many areas are over-crowded with recreationists and site deterioration is occurring. New roads are needed to provide access to other potential recreation areas in order to reduce the use pressure on those areas which are now experiencing overuse because of existing access.

The primitive character of most BLM roads can be hazardous to motorists who are accustomed to the highly developed roads in urban areas. To reduce hazards and improve the safety conditions of existing roads, increased emphasis is being placed on road upgrading and surfacing.

Included in the FY 1979 request is construction of an additional 22 miles of the Pacific Crest Trail in California. In addition, public road recreation access projects are included in California and New Mexico.

x---x---x---x---x

General Support Roads $1,473,000

This category of the program includes road construction for fire protection and for the discharge of other multiple resource management responsibilities. Operation of the Bureau's two sign shops at Rawlins, Wyoming and Kingman, Arizona is partially funded from this category, since a major part of the activities at these two facilities are heavily oriented to the production of access signs.

The FY 1979 program includes repair or replacement of 28 bridges and construction and/or surfacing of 55 miles of road in Arizona, California, Oregon, and Wyoming.

# # # # #

Activity:	1. Construction and Acquisition
Subactivity:	D. Acquisition

Fiscal Year 1978, $1,500,000; Fiscal Year 1979, $1,500,000.

Major Program Changes

D. Acquisition — Total $1,500,000
Total 25 Positions

Proposal: The Bureau must acquire legal access to the public lands through easements or purchase of private inholdings when such acquisition will clearly promote efficient resource managment. Easements will be purchased to support the recreation, timber and general resource management programs. A total of 212 easements have been identified for acquisition in FY 1979.

Justification of Projects

Physical and legal access must exist to the public lands before the available resources can be managed by BLM or utilized by the public.

E. Pay Costs: Total $213,000

The requested increase of $213,000 is the amount required to annualize the October, 1977 pay raise for civilian employees in this activity.

MAINTENANCE PROGRAM SYNOPSIS

2. Maintenance: Fiscal Year 1978, $7,292,000; Fiscal Year 1979, $7,466,000; an increase of $174,000. The increase consists of:

	Increase (+) or Decrease Amount	Positions	Total Program	Total Positions	Explanation
A. Buildings	--	--	$2,011,000	17	No Change
B. Recreation Facilities	--	--	3,064,000	34	No Change
C. Transportation Facilities	--	--	2,217,000	29	No Change
D. Pay Costs	+$174,000	--	174,000		Annualization of Pay Costs
	+$174,000	--	$7,466,000	80	

Subactivity	FY 1978 Estimate	FY 1979 Estimate	Change
Building Maintenance	$2,011,000	$2,011,000	-0-
Recreation Maintenance	3,064,000	3,064,000	-0-
Road Maintenance	2,217,000	2,217,000	-0-
Pay Costs	--	174,000	+174,000
Total	$7,292,000	$7,466,000	+174,000

The maintenance activity includes the performance of maintenance on BLM buildings and other management facilities, roads, trails, and developed and undeveloped recreation sites. The primary objectives of the Bureau's maintenance program are the protection of the government's investment in its capital improvements, providing safe efficient working conditions for BLM employees, and a safe healthy environment for the public land users.

FY 1979 Maintenance Program

Activity: 2. Maintenance
Subactivity: A. Building Maintenance

Fiscal Year 1978, $2,011,000; Fiscal Year 1979, $2,011,000

Major Program Changes

A. Building Maintenance — No Change

Program Description

A. Building Maintenance — Total $2,011,000
Total 17 Positions

BLM maintains approximately 560 buildings containing more than one million square feet in total. Included are office buildings, warehouses, shops, storage buildings, fire stations, lookouts and related facilities. In addition, maintenance is provided on 450 acres of parking, storage, and assembly areas. Most of the work is accomplished by private contractors.

Emphasis will be on preventive maintenance of the type necessary to ensure the safety of the visiting public. Wiring, plumbing, ventilation, and equipment storage facilities will receive special attention in order to bring facilities up to at least minimum safety standards. Energy conservation measures, including the addition of insulation, storm windows, and doors will be included in the building maintenance program to reduce fuel consumption.

# # # # #

Activity: 2. Maintenance
Subactivity: B. Recreation Maintenance

Fiscal Year 1978, $3,064,000; Fiscal Year 1979, $3,064,000

Major Program Changes

B. Recreation Maintenance — No Change

Program Description

B. Recreation Maintenance — Total $3,064,000
Total 34 Positions

BLM maintains more than 4,000 family units in 426 developed recreation sites (exclusive of sites in western Oregon, maintained out of the Oregon and California Grant Lands appropriation). These sites include picnic tables, sanitary facilities, camping areas, fireplaces and in many cases, drinking water systems. Maintenance involves the collection of trash, replacement of worn out or damaged facilities, and the installation and maintenance of water purification devices. The primary objective is to protect the government's investment in facilities and provide a safe, healthy environment for the recreation user.

The FY 1979 recreation maintenance program will provide for the cleanup of 4,055 family units at 426 developed sites, renovation of 4,578 family units at developed recreation sites, cleanup of 19,200 acres outside of developed recreation sites and the removal or mitigation of 1,200 hazards that could affect the safety of recreationists on the public lands.

# # # # #

Activity: 2. Maintenance
Subactivity: C. Road and Trail Maintenance

Fiscal Year 1978, $2,217,000; Fiscal Year 1979, $2,217,000

Major Program Changes

C. Road and Trail Maintenance — No Change

Program Description

C. Road and Trail Maintenance — Total $2,217,000
Total 29 Positions

The BLM's transportation system consists of over 44,000 miles of road, 5,000 miles of trail, and an estimated 250 bridges. This subactivity provides for the preventive and corrective maintenance of these access facilities. Of primary concern are the safety of the public users and the reduction of erosion potential on surfaced and unsurfaced road systems.

In FY 1979, approximately 8,385 miles of unsurfaced and 700 miles of surfaced roads will be maintained along with 205 miles of trail. In addition, approximately 3,080 signs and 14 bridges will be maintained.

D. Pay Costs +$174,000, Total $174,000

The requested increase of $174,000 is the amount required to annualize the October, 1977 pay raise for civilian employees in this activity.

ACQUISITION, CONSTRUCTION, AND MAINTENANCE

For acquisition of lands and interests therein, and construction and maintenance of buildings, recreation facilities, roads, trails, and appurtenant facilities [$18,707,000] *$17,683,000* to remain available until [expended; and for liquidation of obligations incurred pursuant to authority contained in 23 U.S.C. 203, $1,924,000, to remain available until] expended.

(16 U.S.C. 594; 43 U.S.C. 2, 1181a, 1701, 1715, 1762; 69 Stat. 734; 70 Stat. 130; Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

ACQUISITION, CONSTRUCTION, AND MAINTENANCE

Program and Financing (in thousands of dollars)

Identification code 14-1100-0-1-302	Costs to this appropriation					Analysis of 1979 financing			
	Total estimate	To Sept. 30, 1976	1977 actual	1978 estimate	1979 estimate	Deduct selected resources and unobligated balance, start of year	Add selected resources and unobligated balance end of year	Appropriation required, 1979	Appropriation required to complete
Program by activities:									
Direct program:									
1. Construction and acquisition	134,166	32,028	8,030	13,765	10,217	2,214	2,214	10,217	70,126
2. Maintenance	--	--	7,029	7,292	7,466	2,092	2,092	7,466	--
Total direct program	--	--	15,058	21,057	17,683	4,306	4,306	17,683	70,126
Reimbursable program:									
2. Maintenance	--	--	25	--	--	--	--	--	--
Total program costs funded[1/]	--	--	15,083	21,057	17,683	4,306	4,306	17,683	70,126
Change in selected resources (undelivered orders)	--	--	3,228	-1,924	--				
10.00 Total obligations	--	--	18,312	19,133	17,683				
Financing:									
11.00 Offsetting collections from: Federal funds	--	--	-25	--	--				
Unobligated balance available, start of year:									
21.40 Appropriation	--	--	-1,852	-128					
21.49 Contract authority	--	--	-20,667	-298	--				
Unobligated balance available, end of year:									
24.40 Appropriation	--	--	128	--	--				
24.49 Contract authority	--	--	298	--	--				
25.49 Unobligated balance lapsing: Contract authority	--	--	667	--	--				
Budget authority	--	--	-3,140	18,707	17,683				
Budget authority:									
40.00 Appropriation	--	--	15,760	20,631	17,683				
40.49 Portion applied to liquidate contract authority	--	--	-5,000	-1,924	--				
43.00 Appropriation (adjusted)	--	--	10,760	18,707	17,683				
49.11 Contract authority rescinded (Public Law 94-373)	--	--	-13,900	--	--				

1/ Includes capital investment as follows: 1977, $7,363 thousand; 1978, $7,416 thousand, 1979 $7,562 thousand.

		1977 actual	1978 est.	1979 est.
	Relation of obligations to outlays:			
71.00	Obligations incurred, net.....	18,286	19,133	17,683
	Obligated balance, start of year:			
72.40	Appropriation.....	2,779	6,162	8,221
72.49	Contract authority	824	1,626	--
	Obligated balance, end of year:			
74.40	Appropriation.....	-6,162	-8,221	-6,833
74.49	Contract Authority.....	-1,626	--	--
90.00	Outlays.....	14,102	18,700	19,071

Status of Unfunded Contract Authority (in thousands of dollars)

Unfunded balance, start of year.....	21,491	1,924	--
Unfunded balance rescinded (Public Law 94-373).....	-13,900	--	--
Unfunded balance lapsing.....	-667	--	--
Appropriation to liquidate contract authority.....	-5,000	-1,924	
Unfunded balance, end of year....	1,924	--	--

Acquisition, Construction and Maintenance

Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302	1977 actual	1978 est.	1979 est.
Direct obligations:			
Personnel compensation:			
11.1 Permanent positions	3,127	3,456	3,456
11.3 Positions other than permanent	1,898	1,924	1,924
11.5 Other personnel compensation	124	161	161
Total personnel compensation	5,149	5,541	5,541
12.1 Personnel benefits: Civilian	512	743	743
21.0 Travel and transportation of persons	338	425	440
22.0 Transportation of things	481	530	530
23.2 Communications, utilities, and other rent	154	155	160
24.0 Printing and reproduction	4	10	10
25.0 Other services	3,303	2,863	1,597
26.0 Supplies and materials	983	1,450	1,100
31.0 Equipment	348	410	420
32.0 Lands and structures	7,015	7,006	7,142
42.0 Insurance claims and indemnities	1	--	--
Total direct obligations	18,289	19,133	17,683
Reimbursable obligations:			
11.3 Personnel compensation: Positions other than permanent	23	--	--
99.0 Total obligations	18,312	19,133	17,683

Personnel Summary

Direct:			
Total number of permanent positions	177	183	183
Full-time equivalent of other positions	160	205	205
Average paid employment	325	375	375
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657
Average salary of ungraded positions	$16,729	$16,729	$16,729
Reimbursable:			
Total number of permanent positions	0	0	0
Full-time equivalent of other positions	3	0	0
Average paid employment	2	--	--
Average GS grade	9.39	--	--
Average GS salary	$17,428	--	--

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

Public Law 94-565 (31 U.S.C. 1601) provides for payments in lieu of taxes to local governments (counties or similar governmental units) for lands administered by BLM, the Forest Service, the National Park Service, and for certain other Federal lands. Section 1 of the Act provides for payment of 75 cents per acre (reduced under certain circumstances by existing payments such as BLM Minerals Sales and Leasing Act payments and Forest Service timber sale payments) or 10 cents per acre with no reductions for receipts by whichever formula provides the greater amount. Amounts paid under either alternative are limited by a ceiling based on population.

Section 3 of the Act specifies additional payments, not limited by population ceilings, for land acquired for the Redwoods National Park or for additions to the National Park system and National Wilderness areas after December 31, 1970. These payments are equal to 1% of fair market value per year for five years, with annual payments not to exceed the amount of real property taxes levied during the last year the land was in private ownership.

The total appropriation requested in 1979 is $105,000,000 and includes a $5,000,000 increase in 1978 to provide for anticipated Section 3 payments associated with additional Forest Service and Park Service land acquisitions. Appropriations in 1977 and 1978 were $100,000,000 each year.

The appropriation request includes an amount not to exceed $200,000 for BLM, Forest Service and National Park Service administrative costs in determining and making payments under Sections 1 and 3 of the Act.

Justification of New Appropriation Language

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976, [(Public Law 94-565), $100,000,000] *(31 U.S.C. 1601) $105,000,000* of which not to exceed $200,000 shall be available for administrative expenses: *Provided, that this appropriation may be used to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.*

(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

A change in appropriation language is proposed to authorize correction of underpayments caused by administrative error or adjustments dictated by court decisions or administrative determinations.

Public Law 94-565 (90 Stat. 2662) authorizes and directs the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands...are located". The amount of such payments are determined by the acreage of entitlement lands (National Parks and Forests, BLM - administered lands, and other specified lands in use by the Federal Government) within the boundaries of the local jurisdiction and by population. Payments, however, are

reduced by the amount of certain other specified payments under other provisions of law. Finally, should local government entitlements exceed the total amount appropriated, payments are made on a pro rata basis of the available funds.

The first payments under P.L. 94-565 were made in Fiscal Year 1977; checks were issued to approximately 1,600 local governments in September, 1977. Subsequent to making those payments, several errors in population data which resulted in underpayments were discovered. While sufficient funds were available to correct three of these underpayments a fourth corrective payment could not be made because of the lack of funds in FY 1977. Existing law does not provide a mechanism for adjustments after the fiscal year has ended.

As with the administration of General Revenue Sharing, experience has shown that the need for adjustments should be anticipated. The law is ambiguous on certain points such as the definition of the local unit of government and the effect of withdrawn or reserved lands on the computations. In addition, there are insufficient data on the amounts of deductible Federal payments in the prior year, as well as land acreages. Given the number of local governmental units to which payments are made and -- perhaps even more importantly -- the dynamic nature of the bases for eligibility, it cannot reasonably be expected that a 100% error-free distribution can be made each year. Moreover, the need for adjustments in payments might be dictated by court decisions or by an administrative decision that a particular payment was based on inadequate or erroneous information.

The proposed language change will allow payment in the following fiscal year to correct any underpayments in the previous year. The remaining second year funds will then be distributed according to the current formula or - if entitlements exceed the appropriation - on a pro rata basis. Thus, over the two-year period, all local units will receive the full amount to which they are entitled.

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Payments in-Lieu of Taxes

Page No.	Summary of adjustments to base and built-in changes:	Perm. Pos.	Amount
	Appropriation enacted to date 1978.	1	100,000
	Adjustment to base and built-in changes:.	--	--
	1979 Base	1	100,000

		1977 Actual		1978 Appropriation Enacted to Date		1979 Base		1979 Estimate		Inc. (+) or Dec. (-) Over 1979 Base	
		Perm. Posns.	Amount	Perm. Posns.	Amount	Perm. Posns.	Amount	Perm. Posns.	Amount	Perm. Posns.	Amount
	Comparison by activities:										
BLM-90	1. Appropriation Total	--	100,000	1	100,000	1	100,000	2	105,000	+1	+5,000
	TOTAL REQUIREMENTS	1	100,000	1	100,000	1	100,000	2	105,000	+1	+5,000

Justification of Program and Performance

Objectives

To determine the amounts of payments for which local governments are eligible under P.L. 94-565 and to make these payments to all qualified recipients.

Base Program

The base program includes an appropriation of $100,000,000 (of which $200,000 is for administrative costs incurred by BLM, Forest Service and National Park Service) and one position for the administrative workload associated with the program. Payments are calculated and made to approximately 1600 local units of government; in 1977, the first year in which payments were made, these local governments received $99,885,000.

The workload associated with payment computation includes; verification of entitlement land acreages; determination of the amount of deductible payments received by local units of government for use in one of two formulas required by law; maintaining population information with the most current data from the Bureau of the Census; determination of fair market value of Section 3 lands; determination of the amount of real property taxes levied in the last year prior to Federal ownership of Section 3 lands; and comparison of one percent of fair market value with taxes levied to determine Section 3 payment entitlement.

Another major workload associated with the program involves answering replies to Congressional inquiries, those from state and local units of governments and from the general public. It is estimated that since this bill was enacted, the Bureau has responsed to over 600 individual letters. Responding to contests, appeals and preparing for litigation is another significant workload factor.

Increases for FY 1979
(dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Payments to local governments	($)	100,000	100,000	105,000	+ 5,000
	(FTP)	(1)	(1)	(2)	(+1)

While the scope and objectives of this program will not change in 1979, an additional $5,000,000 is sought in order to make increased payments brought about by new land acquisitions by the Forest Service and the National Park Service after December 31, 1970, which increase Section 3 entitlements. An additional permanent position is proposed to help meet the workload associated with the computation of payments and to respond to a heavy influx of correspondence associated with these payments.

The object class detail for the $5,000,000 increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Salary
Operating accountant	5/7	1	+ 11
Permanent positions			+ 11
Positions other than permanent			- 10
Total personnel compensation		1	+ 1
Other services			- 2
Equipment			+ 1
Grants, subsidies, and contributions			+ 5,000
Total			+ 5,000

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Payments In-Lieu of Taxes	1979 Base			1979 Estimate			Inc. (+) or Dec. (-)		
	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount
Object class									
11 Personnel compensation:									
11.1 Permanent Positions 1/	1	1	24	2	2	35	+1	+1	+11
11.3 Positions other than permanent	1	1	10	--	--	--	-1	-1	-10
11.5 Other personnel compensation	--	--	1	--	--	1	--	--	--
Total personnel compensation	2	2	35	2	2	36	--	--	+1
Other Objects:									
12.1 Personnel benefits:			5			5			--
21.0 Travel and transportation of persons			2			2			--
23.1 Standard level user charges			3			3			--
25.0 Other services			152			150			-2
26.0 Supplies and materials			2			2			--
31.0 Equipment			1			2			+1
41.0 Grants, subsidies, and contributions			99,800			104,800			+5,000
Total requirements			100,000			105,000			+5,000

1/ No lapse is anticipated for positions in this appropriation.

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976, [(Public Law 94-565), $100,000,000] *(31 U.S.C. 1601) $105,000,000,* of which not to exceed $200,000 shall be available for administrative expenses: *Provided, that this appropriation may be used to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.*

(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

PAYMENTS IN LIEU OF TAXES

Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1-852		1977 actual	1978 est.	1979 est.
	Program by activities:			
	Payments to local governments (total program costs, funded)..	99,990	100,000	105,000
	Change in selected resources (undelivered orders).....	4	--	--
10.00	Total obligations	99,994	100,000	105,000
	Financing:			
25.40	Unobligated balance lapsing.....	6	--	--
40.00	Budget authority (appropriation).....	100,000	100,000	105,000
	Relation of obligations to outlays:			
71.00	Obligations incurred, net.....	99,994	100,000	105,000
72.40	Obligated balance, start of year.	--	11	--
74.40	Obligated balance, end of year...	-11	--	--
90.00	Outlays.....	99,983	100,011	105,000

Object Classification (in thousands of dollars)

Identification code 14-1114-0-1-852		1977 actual	1978 est.	1979 est.
	Personnel compensation:			
11.1	Permanent positions.....	--	24	35
11.3	Positions other than permanent...	--	10	--
11.5	Other personnel compensation	--	1	1
	Total personnel compensation.	--	35	36
12.1	Personnel benefits: Civilian.....	--	5	5
21.0	Travel and transportation of persons	--	2	2
23.2	Communications, utilities and other rent.....	--	3	3
25.0	Other services.....	109	152	150
26.0	Supplies and materials.....	--	2	2
31.0	Equipment.....	--	1	2
41.0	Grants, subsidies, and contributions	99,885	99,800	104,800
99.0	Total obligations.....	99,994	100,000	105,000

Personnel Summary

Total number of permanent positions.....	--	1	2
Full-time equivalent of other positions..	--	1	--
Average paid employment.....	--	2	2
Average GS grade.....	--	9.36	9.34
Average GS salary.....	--	$18,657	$18,657

O & C GRANT LANDS

Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

Twenty-five percent of the revenue from timber harvesting on the revested Oregon and California (O&C) grant lands is made available to BLM for four principal activities on the revested lands in the eighteen O&C counties of Western Oregon.

1. Construction and Acquisition - Provides for construction of a road maintenance shop in Bridge, Oregon; a storage building in Roseburg, Oregon; acquisition of land for a Eugene, Oregon office site; surfacing of 41 miles of access roads; acquisition of easements for roads in commercial timber areas; and for the renovation and development of recreation facilities.

2. Maintenance - Provides for maintenance of access roads, operation and maintenance of recreation facilities, and maintenance of management facilities.

3. Renewable Resource Management - Provides for reforestation, timber stand improvement, sale of timber including mortality salvage and commercial thinnings, forest genetics, protection, and other resource management actions on the O&C lands.

4. Planning and Data Management - Provides for preparation and updating of Bureau planning system documents and for automated data processing costs in support of the management of O&C lands and their resources.

Status of the O&C Grant Land Fund is as follows:

	$000
Carryover into FY 1978	$ 20,845
Estimated new budget authority FY 1978	+56,500
Total available FY 1978	77,345
Obligations FY 1978	-44,165
Carryover into FY 1979	33,180
Estimated new budget authority FY 1979	+58,250
Total available FY 1979	91,430
Obligations FY 1979	-51,619
Carryover into FY 1980	$ 39,811

Budget authority in the O&C fund is a function of current year receipts from the harvest of timber and other forest products on O&C lands and is, therefore, largely uncontrollable.

BLM is concerned with the growing size of unobligated balances, but recognizes that judicious use of available funds is necessary; these balances also provide a reserve against periods when conditions might result in reduced levels of timber harvesting with attendant reductions in new budget authority. Thus, the availability of funds in excess of planned obligations provides necessary flexibility to react to current conditions in Western Oregon and meet the sustained yield allowable cut.

Activity/Subactivity Change Crosswalk
(Dollar Amounts in Thousands)
OBLIGATIONS

Format of Fiscal 1978 Congressional Budget Submission		Format of Fiscal 1979 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount (1979 Request)	Appropriation/Activity/Subactivity	Amount (1979 Request)
Construction and Acquisition:	$ 9,235	Construction and Acquisition:	$ 9,235
(A) Building Construction.....	293	(A) Building Construction.....	293
(B) Recreation Construction.....	941	(B) Recreation Construction.....	941
(C) Transportation Construction.....	7,051	(C) Transportation Construction.....	7,051
(D) Land & Easement Acquisition.....	950	(D) Land & Easement Acquisition.....	950
Maintenance:	7,827	Maintenance:	7,827
(A) Building Maintenance.....	495	(A) Building Maintenance.....	495
(B) Recreation Maintenance.....	1,352	(B) Recreation Maintenance.....	1,352
(C) Transportation Maintenance.....	5,980	(C) Transportation Maintenance.....	5,980
Renewable Resource Development, Protection and Management:	34,557	Renewable Resource Development, Protection and Management:	33,979
(A) Forest Management.....	20,982	(A) Timber Management and Protection.....	22,792
(B) Forest Development.....	11,402	(B) Timber Development.....	9,984
(C) Forest Protection.....	2,173	(C) Other Forest Resources.....	1,203
		Planning and Data Management:	578
		(A) Planning.....	405
		(B) Data Management.....	173
Total Obligations.....	$51,619	Total Obligations.....	$51,619

Summary of Requirements

(Dollar amounts in thousands)

APPROPRIATION: Oregon and California Grant Lands

Page No.	Summary of adjustments to base and built-in changes:	Perm. Posns.	Amount	Perm. Posns.	Amount
	Obligation Approved to Date, 1978	--	--	802	$44,165
	Adjustments to base and built-in changes:				
	Adjustment for 1978 pay increase and related costs		+1,343		
	Subtotal, adjustments to base and built-in changes			--	1,343
	1979 Base			802	$45,508

	Comparison by activities:	1977 Obligations Perm Posns	1977 Obligations Amount	1978 Obligation Program Approved To Date Perm Posns	1978 Obligation Program Approved To Date Amount	1979 Base Perm Posns	1979 Base Amount	1979 Estimate Perm Posns	1979 Estimate Amount	Inc. (+) or Dec (-) over 1979 Base Perm Posns	Inc. (+) or Dec (-) over 1979 Base Amount
	1. Construction and Acquisition										
BLM-99	A. Building Construction	8	$ 4,925	8	$ 1,738	8	$ 1,751	8	$ 293	--	$-1,458
BLM-99	B. Recreation Construction	9	1,244	9	1,540	9	1,554	9	941	--	- 613
BLM-100	C. Transportation Construction	13	5,944	13	6,254	13	6,277	13	7,051	--	+ 774
BLM-101	D. Acquisition	26	523	26	875	26	919	26	950	--	+ 31
	Subtotal	56	12,636	56	10,407	56	10,501	56	9,235	--	-1,266
	2. Maintenance										
BLM-103	A. Building Maintenance	6	187	6	220	6	229	6	495	--	+ 266
BLM-104	B. Recreation Maintenance	28	820	30	901	30	951	30	1,352	--	+ 401
BLM-105	C. Transportation Maintenance	106	6,729	106	4,560	106	4,739	86	5,980	-20	+1,241
	Subtotal	140	7,736	142	5,681	142	5,919	122	7,827	-20	+1,908
	3. Renewable Resource Management										
BLM-106	A. Timber Management and Protection	364	14,992	384	19,520	384	20,163	384	22,792	--	+2,629
BLM-107	B. Timber Development	123	6,715	158	7,097	158	7,362	158	9,984	--	+2,622
BLM-109	C. Other Forest Resources	29	788	29	863	29	911	29	1,203	--	+ 292
	Subtotal	516	22,495	571	27,480	571	28,436	571	33,979	--	+5,543
	4. Planning and Data Management										
BLM-111	A. Planning	23	372	25	418	25	460	25	405	--	- 55
BLM-111	B. Data Management	8	160	8	179	8	192	8	173	--	- 19
	Subtotal	31	532	33	597	33	652	33	578	--	- 74
	Increases									-20	$+6,111
	Total Requirement	743	$43,399	802	$44,165	802	$45,508	782	$51,619		

BUREAU OF LAND MANAGEMENT
Oregon and California Grant Lands
Analysis by Activities

Activity	Appropriation 1977	Appropriation 1978	1979 Budget Estimate
1. Construction and Acquisition			
Appropriation	$18,636,000	$16,500,000	$10,000,000
Unobligated balance brought forward 1/	3,608,000	9,608,000	15,701,000
Total available	22,244,000	26,108,000	25,701,000
Obligation program	12,636,000	10,407,000	9,235,000
Unobligated balance carried forward	9,608,000	15,701,000	16,466,000
2. Maintenance			
Appropriation	10,771,000	8,800,000	3,500,000
Unobligated balance brought forward 1/	2,823,000	5,858,000	8,977,000
Total available	13,594,000	14,658,000	12,477,000
Obligation program	7,736,000	5,681,000	7,827,000
Unobligated balance carried forward	5,858,000	8,977,000	4,650,000
3. Renewable Resource Management			
Appropriation	23,084,000	30,200,000	43,750,000
Unobligated balance brought forward 1/	4,790,000	5,379,000	8,099,000
Total available	27,874,000	35,579,000	51,849,000
Obligation program	22,495,000	27,480,000	33,979,000
Unobligated balance carried forward	5,379,000	8,099,000	17,870,000
4. Planning and Data Management			
Appropriation	532,000	1,000,000	1,000,000
Unobligated balance brought forward 1/	---	---	403,000
Total available	532,000	1,000,000	1,403,000
Obligation program	532,000	597,000	578,000
Unobligated balance carried forward	---	403,000	825,000
Summary			
Total Appropriation	53,023,000	56,500,000	58,250,000
Total Unobligated balance brought forward 1/	11,221,000	20,845,000	33,180,000
Total Availability	64,244,000	77,345,000	91,430,000
Total Obligation program	43,399,000	44,165,000	51,619,000
Total Unobligated balance carried forward	20,845,000	33,180,000	39,811,000

1/ Includes unobligated balances and unapportioned receipts unavailable for obligation in year of receipt.

Activity: 1. Construction and Acquisition
Subactivity: A. Building Construction

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	1,738	1,751	293	-1,458
	(FTP)	(8)	(8)	(8)	---

Objectives

This program provides for construction of buildings required for administration of the Oregon and California Grant Lands forestry program. FY 1979 projects include:

Road Maintenance Shop - Bridge, Oregon - BLM is being moved out of current facilities which belong to the State of Oregon.....	$179,000
Roseburg Storage Building - to replace existing facility which is inadequate for equipment storage.....	90,000
Roseburg Seedling Cooler Improvement - facility is corrugated metal and requires greater insulation to protect seedlings.....	6,000
Sprague Seed Orchard Road Paving - to reduce maintenance costs associated with unpaved road.....	18,000
Total Requirements	$293,000

# # # # # # # #

Activity: 1. Construction and Acquisition
Subactivity: B. Recreation Construction

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
(1) BLM	(4)	946	960	666	-294
	(FTP)	(9)	(9)	(9)	---
(2) U.S. Forest Service	($)	594	594	275	-319
	(FTP)	---	---	---	---
Total Requirements	($)	1,540	1,554	941	-613
	(FTP)	(9)	(9)	(9)	---

Objectives

This program provides for environmental studies, survey and design, recreation inventory and coordination, construction of recreation facilities, and

planning for future recreational demands in Western Oregon.

Projects for FY 1979 include:

Cherry Creek Recreation Site - installation of a potable water supply.....	$ 7,000
Millpond Recreation Site - expansion of an existing parking lot to improve visitor safety.....	30,000
Wildwood Recreation Site - Construction of footbridge, associated trail, parking area, sanitary facility.....	203,000
Shotgun Recreation Site - Construction of shop, equipment storage, and associated fenced work area.....	83,000
Cavitt Creek Recreation Site - Construction of traffic controls, reconstruction of camp units, revegetation of site, trails.....	119,000
Loon Lake Recreation Site - Completion of site reconstruction started in 1978.....	224,000
Subtotal	666,000
Forest Service Recreation Construction.....	275,000
Total Requirements	$941,000

Many previously remote areas with high recreational values have been opened as a result of BLM's overall timber management program. Increasing use of these areas by the public creates fire and pollution hazards which endanger both resources and the using public. Recreation facilities serve to channel public use into appropriate areas thereby reducing overall risk. They also satisfy the growing demand for developed recreation sites.

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Activity: 1. Construction and Acquisition
Subactivity: C. Transportation Construction

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
(1) BLM	($)	3,760	3,783	4,733	+950
	(FTP)	(13)	(13)	(13)	---
(2) U.S. Forest Service	($)	2,494	2,494	2,318	-176
	(FTP)	---	---	---	---
Total Requirements	($)	6,254	6,277	7,051	+774
	(FTP)	(13)	(13)	(13)	---

Objectives

The road construction program provides for survey, design, and construction of roads in support of western Oregon's timber program. Road systems must

be planned sufficiently ahead of actual sales to provide access to undeveloped areas of mature, overmature, decadent, and scattered salvage timber stands to insure an orderly, well-balanced schedule of timber harvest.

Projects proposed for FY 1979 include:

Wards Creek Road Surfacing - 7 miles.....	$ 200,000
Shale City Road Surfacing - 9 miles.....	160,000
Middle Fork and Copper Creek Road Surfacing - 13 miles.....	200,000
Nehalem Road Surfacing - 12 miles.....	500,000
Drainage Structures.....	1,100,000
Aggregate Production.....	1,335,000
Other costs associated with transportation construction include:	
Planning and Reconnaissance.....	288,000
Survey, Design, and Contract Preparation.....	300,000
Construction Engineering.....	650,000
Subtotal	4,733,000
Forest Service Transportation Construction	2,318,000
Total Requirements	$7,051,000

Access road construction financed by O&C Grant Lands funds supplements the 300 to 500 miles of road constructed each year under timber sale contracts. This program provides access for timber harvest and salvage, and multiple use activities in areas where the road construction is not appropriately included in the timber sale. Roads constructed with these funds are usually difficult to construct (heavy rock excavation, etc.), lengthy, or of higher standard than required solely for timber removal. Roads of this nature are normally difficult to construct under terms of timber sale contracts because of cost and special requirements that could limit the number of prospective bidders at a sale and/or would require excessive volumes of timber in a single sale to finance them.

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Activity:	1. Construction and Acquisition
Subactivity:	D. Acquisition

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	875	919	950	+31
	(FTP)	(26)	(26)	(26)	--

Objectives

The acquisition program is designed to acquire access across private lands as needed in support of western Oregon's timber management programs and to

purchase sites for needed facilities to support the O&C program.

The proposed acquisition program for FY 1979 includes:

85 easements to public lands.....	$650,000
Site for Eugene District Office building.....	300,000
Total Requirements	$950,000

Activities funded include acquisition negotiations and appraisal work, easement or deed considerations, title services, negotiation and supplemental processing of agreements, as well as basic survey work.

Acquisition of access to valuable O&C timber lands through easement purchases is needed to insure orderly, well-balanced timber harvests.

Long-term needs of the Bureau in Eugene support a continuing requirement for an office building and facilities. A one-site facility owned and controlled by BLM would meet this need and permit expansion to meet future requirements.

# # # # # # # # #

Activity:	2.	Maintenance
Subactivity:	A.	Building Maintenance

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	220	229	495	+266
	(FTP)	(6)	(6)	(6)	---

Objectives

The basic objectives of the building maintenance program are to:

- inspect all buildings, yards, parking lots, and identify repairs needed.
- repair interior and exterior of buildings as needed.
- replace and/or repair water, sewer, and electrical utility systems to meet safety and health codes.
- resurface parking areas, repair fencing, and provide upkeep on landscaping at administrative facilities.

Base Program

The base program provides essential maintenance on 99 buildings, 32 yards, facilities at BLM's two tree seed nurseries, and related parking lots, utility systems, fencing, and landscaping.

Increases for FY 1979

The $266,000 increase provides for increased maintenance costs on existing facilities; maintenance on the Medford District Office complex scheduled for completion in FY 1978; and expansion of the preventative maintenance program for other facilities.

The object class detail for the $266,000 increase is as follows (dollar amounts in thousands):

Standard Level User Charges	+105
Other Services	+150
Supplies and Materials	+ 11
Total	+$266

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Activity:	2.	Maintenance
Subactivity:	B.	Recreation Maintenance

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	901	951	1,352	+401
	(FTP)	(30)	(30)	(30)	---

Objectives

Maintenance of recreational facilities in the O&C counties is necessary to protect previous investments and to provide the public with safe recreational experiences.

Base Program

The Bureau administers, repairs, and maintains approximately 60 developed recreation sites in Western Oregon and provides services such as garbage disposal, sanitation facilities and safe drinking water to the public.

Increases for FY 1979

The increase for FY 1979 reflects growing public demand for recreation facilities, a corresponding increase in vandalism, higher costs for supplies and materials, and the natural aging of existing facilities which requires a higher level of maintenance, and two additional facilities.

The State of Oregon currently operates a 60-family unit facility at Susan Creek Park under an Recreation and Public Purposes Act lease but does not plan to continue operation after 1978. BLM will assume responsibility for this additional site in FY 1979.

Facilities constructed at Loon Lake in 1978 will be opened to the public in 1979 and will require maintenance.

The object class detail of the $401,000 increase follows (dollar amounts in thousands):

Other Services	$325
Supplies and materials	66
Equipment	10
Total	$401

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Activity:	2. Maintenance
Subactivity:	C. Transportation Maintenance

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	4,560	4,739	5,980	+1,241
	(FTP)	(106)	(106)	(86)	(-20) 1/

1/ Positions transferred to Working Capital Fund for road equipment maintenance.

Objectives

The Bureau maintains forest roads to permit efficient land and resource management through improved access and to insure an even flow of logs to the lumber industry.

Base Program

BLM performs preventive and corrective maintenance on over 8,000 miles of forest access roads. Portions of this road system are in poor condition and pose serious safety problems because the roads are increasingly used by visitors who are unfamiliar with local conditions. Inadequately maintained roads have an environmental impact far beyond the land they occupy. Erosion, caused by poor drainage or improper grades, can influence water quality for many miles downstream. Poorly maintained roads also result in heavy rutting, land slides, and other degradations of outdoor surroundings. The program includes maintenance projects to alleviate the above problems, to reduce the long-run cost of major reconstruction of existing roads, and to provide more efficient land and resource management through improved access by the forest industry as well as the general public.

Increases for FY 1979

The increased program will maintain an additional 620 miles of road, maintain an additional 100 signs, reduce safety hazards through corrective maintenance on 500 miles of road, remove brush mechanically rather than chemically, construct road turnouts, install debris racks, provide for trail maintenance along the Rogue River, and conduct investigations of road beds in slide and slump prone areas.

The cost of road maintenance has increased from an average of $713 per mile in 1977 to $921 per mile in 1979. The cost per mile of corrective maintenance is more than twice that of preventive maintenance.

The object class detail for the $1,241,000 increase is as follows (dollar amounts in thousands):

	Number	$
Heavy Equipment Mechanics (ungraded wage grade)	-20	-800
Permanent Positions	-20	-800
Civiliam Personnel Benefits		- 40
Other Services		+1,900
Supplies and Materials		+ 57
Equipment		+ 124
Total		+$1,241

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Activity: 3. Renewable Resource Management
Subactivity: A. Timber Management and Protection

(Obligations; Dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Timber Management					
(1) BLM	($)	17,941	18,574	20,564	+1,990
	(FTP)	(378)	(378)	(378)	--
(2) U.S. Forest Service	($)	55	55	55	--
	(FTP)	--	--	--	--
Protection - BLM	($)	1,524	1,534	2,173	+ 639
	(FTP)	(6)	(6)	(6)	--
Total Requirements	($)	19,520	20,163	22,792	+2,629
	(FTP)	(384)	(384)	(384)	--

Objectives

Timber Management - This program, when combined with Forest Management in the Management of Lands and Resources appropriation, provides for the layout, measurement, appraisal, sale and administration of timber to meet an annual allowable cut of 1.172 billion board feet from O&C and intermingled public domain and Coos Bay Wagon Road land in western Oregon.

Timber Protection - This program provides fire protection for O&C timber resources.

Base Program

Timber Management - The revested O&C grant lands and other intermingled Federal lands, are managed for permanent forest production in accordance with the Act of August 28, 1937, and the Federal Land Policy and Management Act of 1976. These acts require that timber be harvested in conformity with the principles of multiple use and sustained yield. Management practices utilized to meet the allowable cut include: clear cut harvesting of residual old growth timber stands, commercial thinnings, select cuttings, and mortality salvage.

These practices provide an annual flow of timber to local industry, of from 800 million to 1-1/2 billion board feet, depending on lumber market conditions and the rate of harvest by BLM timber sale purchasers.

Timber Protection - Fire protection for the 2.4 million acres of Bureau-administered lands in western Oregon is contracted to the state of Oregon and local fire protective associations; but BLM supports the protection effort by advance construction of firebreaks and heliponds, and snag felling, which are essential to the overall fire control and protection effort.

Increases for FY 1979

Timber Management - Though BLM does not itself harvest timber, it prepares about 500 sales annually which prescribe the location, time, and method required to harvest over one billion board feet of timber with a total

value of more than $200 million. A highly skilled work force is necessary to plan and execute the annual program on these lands because of their high value.

The direct cost of selling 1.172 billion board feet is $9 per thousand board feet. The average selling price of timber in 1977 was $170 per thousand board feet.

Preparing timber sales requires advanced timber sale planning, obtaining clearance for cultural and archaeological values, providing adequate environmental assessment, and considering wildlife values.

The Bureau strives to prepare and maintain 5-year timber sale plans which insure necessary lead-time for orderly development of the forest resources. In recent years, however, added Bureau responsibilities (i.e., comprehensive land use planning, environmental assessment, cultural resource inventory, wildlife considerations and greater reliance on selective cutting) have prevented the accomplishment of the desired long-range planning. Sixty new positions provided in FY 1978 have done much to ease the situation. The increase in FY 1979 will provide additional support to the goal of 5-year sale plans, the absence of which results in costly revisions and delays in sale offerings.

Forest Protection - The increased program will allow for reduction of hazardous fuels by eliminating slash on 4,140 acres; increased cost of fire protection contracts; and increases in administrative work such as fire qualification ratings, fire planning, and fire contract administration.

The object class detail for this increase follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Positions other than permanent.....	---	40	+$ 466
Total Personnel compensation.....		40	+$ 466
Travel and transportation of persons....			+ 4
Other rent, communications and utilities.....			+ 10
Other services.....			+ 1,924
Supplies and materials.....			+ 180
Equipment.....			+ 45
Total.....			+$2,629

# # # # #

Activity: 3. Renewable Resource Management
Subactivity: B. Timber Development

(Obligations; Dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
(1) BLM	($)	6,817	7,062	9,684	+2,622
	(FTP)	(146)	(146)	(146)	--
(2) U.S. Forest Service	($)	280	300	300	--
	(FTP)	(12)	(12)	(12)	--
Total Requirements	($)	7,097	7,362	9,984	+2,622
	(FTP)	(158)	(158)	(158)	--

Objectives

The allowable cut is predicated on the assumption that intensive reforestation practices will follow timber harvests and that existing stands of timber will be improved through development practices to improve their wood producing capacity.

Base Program

Intensive forest development practices include precommercial thinning, site improvement, stand conversion, reforestation, genetic improvement, and forest fertilization.

Since the allowable cut plan was approved in 1971, land uses have changed. Base lands that were previously recognized as timber lands have, and are now being reclassified for other uses such as buffer strips for wild, scenic and other rivers, wildlife areas, and watershed protection. The resultant diminished land base must be offset by increased growth to maintain the allowable cut level.

Some quantifiable outputs from the base program are:

Reforestation	35,000 acres
Site Preparation	23,000 acres
Site protection	4,000 acres
Stand improvement	26,000 acres

An 11 percent increase in timber productivity from a first generation tree improvement program was included in the approved 1971 cut calculation. However, it cannot compensate for the reduced land base. Whereas the first generation program relies on wind pollination to effectuate improvement from superior stock, the second generation program will build on the qualities of improved stock by controlled fertilization.

Increases for FY 1979

The 1979 obligation level assures continuation of the first generation tree improvement program, including the establishment of plantations for parent evaluations and second generation selection. A clonal orchard is expected to begin producing genetically improved seed in FY 1979. Implementation of second generation seed is expected to provide a 22% gain per acre in timber yield in western Oregon.

Addition units of output from this increase include:

Reforestation	+ 7,000 acres
Site preparation	+ 6,000 acres
Site protection	+ 3,000 acres
Stand improvement (spraying, precommercial thinning, and fertilization	+22,000 acres

Other activities included in the increased program include: cooperative tree improvement projects with state, private, and Forest Service groups; establish evaluation plantations in O&C districts; develop faster growing and disease resistant trees; and reduce backlog of non-stocked areas.

The object class detail for the increase is as follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Travel and transportation of persons...	---	---	+$ 10
Transportation of things.....			15
Other Services.....			2,426
Supplies and materials.....			124
Equipment.....			47
Total.....			+$2,622

# # # # #

Activity: 3. Renewable Resource Management
Subactivity: C. Other Forest Resources

(Obligations; Dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
(1) BLM	($)	793	836	1,128	+292
	(FTP)	(26)	(26)	(26)	--
(2) U.S. Forest Service	($)	70	75	75	--
	(FTP)	(3)	(3)	(3)	--
Total Requirements	($)	863	911	1,203	+292
	(FTP)	(29)	(29)	(29)	--

Objectives

Renewable resources other than timber are managed in western Oregon under the same multiple use principles as on public domain lands. Range, watershed, and wildlife management programs operate in concert to stabilize and improve public rangeland, soil, watershed, and wildlife habitat. Recreation management activities are directed to developing and conserving recreation resouraces.

Base Program

Basic responsibilities include:

- supervising grazing leases
- gathering recreation use data and compiling recreation inventories
- developing water quality plans, investigating endangered plants, and conducting soil and air quality surveys
- developing habitat and fisheries management plans.

Cost data for the management of forest resources other than timber were first identified in FY 1978 when the appropriation was restructured. These efforts are an integral part of the total management of the O&C forest lands.

Increases for FY 1979

Program increases provide capability to:

- conduct archaeological inventories in advance of project planning
- increase capability to integrate visual resource mangement considerations into the timber management program
- develop habitat management plans on critical elk winter ranges
- conduct needed stream clearance projects on anadromous fishing streams
- accomplish more intensive inventory and analysis work to provide adequate inputs to project planning and the Bureau planning system.

The object class detail for an increase of $292,000 follows (dollar amounts in thousands):

Position Title	GS Grade	Number	Annual Salary
Other Services	---	---	+$124
Supplies and materials			148
Equipment			20
Total			+$292

# # # # #

Activity: 4. Planning and Data Management
Subactivity: A. Planning

(Obligations; dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc.(+) or Dec. (-)
Total Requirements	($)	418	460	405	-55
	(FTP)	(25)	(25)	(25)	--

Objectives

The basic objective of planning is to insure that BLM programs are properly coordinated with each other and with programs of local and state governments and private landowners.

Base Program

The base program provides capability to review and update management framework plans (MFP's) required to meet the environmental statement schedule in the NRDC agreement which requires the completion of two sustained yield units in 1979. The procedures for the multiple-use planning effort in western Oregon are the same as used for resource allocation decisions throughout the Bureau.

Changes for FY 1979

Planning functions, previously coded to the Forest Management activity, were first identified as a separate subactivity in FY 1978; and a firm base requirement has yet to be established. The FY 1978 program represents the Oregon estimate of requirements; the FY 1979 obligation level is an estimate of needs based on specific actions planned for accomplishment.

# # # # #

Activity: 4. Planning and Data Management
Subactivity: B. Data Management

(Obligations; Dollar amounts in thousands)

		1978 Obligation Program	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Total Requirements	($)	179	192	173	-19
	(FTP)	(8)	(8)	(8)	--

Objectives

This program provides for development of an information system to operate, coordinate and control a large volume data base in an effective way to support the forestry program in western Oregon.

Base Program

The western Oregon computer operations are an integral part of the BLM strategic plan for Information Systems Management (refer to Management of Lands and Resource appropriation) and provides for the development of the same data management packages planned for implementation in the rest of the Bureau. In addition, this function provides for the operation of

current ADP systems used in support of timber sale preparation, road design, timber bid analysis, allowable cut modeling, timber production classifications, and monitoring the Small Business Administration set-aside timber sale program.

Changes for FY 1979

Data management functions, previously coded to the Forest Management activity, were first identified as a separate subactivity in FY 1978; and a firm base requirement has yet to be established. The FY 1978 program represents the Oregon estimate of requirements; the FY 1979 obligation level is an estimate of needs based on specific actions planned for accomplishment.

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Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

	1979 Base			1979 Estimate			Inc.(+) or Dec. (-)		
	Posns.	Ave #	Amount	Posns.	Ave #	Amount	Posns.	Ave #	Amount
11 Personnel Compensation:									
11.1 Permanent Positions 1/	802	736	15,461	782	717	14,090	-20	-20	-1,371
11.3 Positions other than Permanent	427	427	4,773	467	467	5,239	+40	+40	+ 466
11.5 Other Personnel Compensation	---		413	---		395			- 18
Total Personnel Compensation	1,229	1,163	20,647	1,249	1,184	19,724	+20	+20	- 923
Other Objects:									
12.1 Civilian Personnel, benefits			1,911			1,833			- 78
21.0 Travel and transportation of persons			330			334			+ 4
22.0 Transportation of things			1,050			1,047			- 3
23.1 Standard level user charges			1,188			1,400			+ 212
23.2 Other rent, communications and utilities			175			185			+ 10
24.0 Printing and Reproduction			15			15			---
25.0 Other services			3,192			6,398			+3,206
26.0 Supplies and materials			1,139			1,496			+ 357
31.0 Equipment			363			910			+ 547
32.0 Lands and structures			15,498			18,277			+2,779
Total Requirements			$45,508			$51,619			+$6,111

1/ Average 8% lapse.

OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; an amount equivalent to 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands, to remain available until expended: *Provided,* That the amount appropriated herein for the purposes of the appropriation of lands administered by the Forest Service shall be transferred to the Forest Service, Department of Agriculture: *Provided further,* That the amount appropriated herein for road construction on lands other than those administered by the Forest Service shall be transferred to the Federal Highway Administration, Department of Transportation: *Provided further,* That the amount appropriated herein is hereby made a reimburseable charge against the Oregon and California land grant fund and shall be reimbursed to the general fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 583, 594; 43 U.S.C. 2, 1181 a-f; 69 Stat. 374; Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

OREGON AND CALIFORNIA GRANT LANDS

Program and Financing (in thousands of dollars)

Identification code 14-5136-0-2-302		1977 actual	1978 est.	1979 est.
	Program by activity:			
	1. Construction and acquisition..	11,689	10,407	9,235
	2. Maintenance.....	7,099	5,681	7,827
	3. Renewable resource management.	21,932	27,480	33,979
	4. Planning and data management..	532	597	578
	Total program costs, funded 1/	41,252	44,165	51,619
	Change in selected resources (undelivered orders).....	2,147	--	--
10.0	Total obligations.....	43,399	44,165	51,619
	Financing:			
21.00	Unobligated balance available, start of year.....	-11,221	-20,845	-33,180
24.00	Unobligated balance available, end of year.....	20,845	33,180	39,811
40.00	Budget authority (appropriation) (indefinite, special fund).....	53,023	56,500	58,250
	Relation of obligations to outlays			
71.00	Obligations incurred, net	43,399	44,165	51,619
72.00	Obligated balance, start of year..	11,680	15,391	15,486
74.00	Obligated balance, end of year....	-15,391	-15,486	-16,517
90.00	Outlays.....	39,687	44,070	50,588

1/ Includes capital investment as follows: 1977, $11,337 thousand;1978, $14,518 thousand; 1979, $19,187 thousand.

OREGON AND CALIFORNIA GRANT LANDS

Object Classification (in thousands of dollars)

Identification code 14-5136-0-2-302		1977 actual	1978 est.	1979 est.
	BUREAU OF LAND MANAGEMENT			
	Personnel compensation:			
11.1	Permanent positions	11,340	15,040	13,663
11.3	Positions other than permanent	3,211	4,661	5,105
11.5	Other personnel compensation	260	355	335
	Total personnel compensation	14,811	20,056	19,103
12.1	Personnel benefits: Civilian	1,429	1,850	1,770
21.0	Travel and transportation of persons	213	255	257
22.0	Transportation of things	1,091	985	978
23.1	Standard level user charges	1,033	1,188	1,400
23.2	Communications, utilities, and other rent	212	160	170
24.0	Printing and reproduction	7	15	15
25.0	Other services	7,428	2,185	5,936
26.0	Supplies and materials	2,292	1,128	1,483
31.0	Equipment	3,587	346	891
32.0	Lands and structures	4,315	8,552	11,707
41.0	Grants, subsidies, and contributions	1	--	--
42.0	Insurance claims and indemnities	3	--	--
	Total obligations, Bureau of Land Management	36,422	36,720	43,710
	ALLOCATION ACCOUNTS			
	Personnel compensation:			
11.1	Permanent positions	820	421	427
11.3	Positions other than permanent	225	112	134
11.5	Other personnel compensation	45	58	60
	Total personnel compensation	1,090	591	621
12.1	Personnel benefits: Civilian	138	61	63
21.0	Travel and transportation of persons	232	75	77
22.0	Transportation of things	91	65	69
23.2	Communications, utilities, and other rent	137	15	15
25.0	Other services	1,706	1,007	462
26.0	Supplies and materials	109	11	13
31.0	Equipment	17	17	19
32.0	Lands and structures	3,458	5,603	6,570
	Total, allocation accounts	6,978	7,445	7,909
99.0	Total obligations	43,399	44,165	51,619
	Obligations are distributed as follow:			
	Interior - Bureau of Land Management	36,422	36,720	43,710
	Agriculture - Forest Service	3,062	3,493	3,021
	Transportation - Federal Highway Administration	3,915	3,952	4,888
	Total	43,399	44,165	51,619

OREGON AND CALIFORNIA GRANT LANDS

Personnel Summary

	1977 actual	1978 est.	1979 est.
BUREAU OF LAND MANAGEMENT			
Total number of permanent positions[1/]	718	777	757
Full-time equivalent of other positions	320	408	448
Average paid employment	988	1,131	1,152
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657
Average salary of ungraded positions	$16,729	$16,729	$16,729
ALLOCATION ACCOUNTS			
Total number of permanent positions	25	25	25
Full-time equivalent of other positions	19	19	19
Average paid employment	32	32	32
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657
Average ungraded salary	$14,665	$14,665	$14,665

1/ 20 positions transferred in 1979 to Working Capital Fund for road equipment maintenance.

RANGE IMPROVEMENTS

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. Grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, the funds are used for rangeland improvements and for maintenance of rangeland facilities such as fences and water developments.

The amount available for appropriation in 1979 (based on estimated 1978 receipts) represents an increase of $1,728,000 over the amounts available in 1978. This increase is attributable to an increase in grazing fees of from $1.51 per Animal Unit Month in the 1977 grazing year, to $1.89 in 1978 (+$1,650,000) and to $2.36 in 1979; and to the inclusion of 50% of mineral leasing receipts from Farm Tenant Act lands (+$77,000).

Justification of New Appropriation Language

RANGE IMPROVEMENTS

> For rehabilitation, protection, and improvement of Federal range lands pursuant to section 101 of the Federal Land Policy and Management Act of 1976 [Public Law 94-579] *(43 U.S.C. 1701)*, sums equal to fifty percent of all monies received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), and the amount designated for range improvements from grazing fees *and mineral leasing receipts* from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended. *(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)*

This change provides that 50% of receipts from mineral leases on Farm Tenant Act lands will be available for range improvements. The change results from a review by the Office of the Solicitor of the distribution of receipts under the Federal Land Policy and Management Act of 1976.

Section 6 of the Mineral Leasing Act of Acquired Lands (30 U.S.C. 355) provides that:

> All receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands... .

A legal review of this issue as it relates to Bankhead-Jones Act lands found that:

> The brief Congressional comment accompanying this section reiterates the clear language of the provision that "... Under the proposed act, receipts [from mineral leasing

on acquired lands] would be disposed of in the same manner as other receipts on account of nonmineral uses of the same land, ...". Therefore, the income produced from mineral leases on acquired lands administered for grazing under the Taylor Grazing Act is subject to the same distribution as income received from grazing leases on those lands, and is includable in the FLPMA distribution of "moneys received by the United States as fees for grazing domestic livestock on the public lands." This is in accord with past interpretations of 30 U.S.C. § 355 by the Department and the Comptroller General.

Distribution of the mineral leasing receipts as provided in the new language will increase funds available for on-the-ground range rehabilitation, protection, and improvements by $423,070 in 1978 and by an estimated $500,000 in 1979.

Summary of Requirements
(dollar amounts in thousands)

Appropriation: Range Improvements

Page Number	Summary of adjustments to base and built-in charges:	Permanent Positions	Amount
BLM-121	Appropriation enacted to date, 1978	83	9,172
	Adjustment to base and built-in charges	--	--
	1979 Base	83	9,172

	1977 Actual		1978 Appropriation Enacted to Date		1979 Base		1979 Estimate		Inc. (+) or Dec. (-) Over 1979 Base	
	Perm. Posn.	Amount	Perm. Posn.	Amount	Perm. Posn.	Amount	Perm. Posn.	Amount	Perm. Posn.	Amount
Comparison by activities:										
1. Range Improvements										
A. Public Land	80	8,308	80	8,383	80	8,383	80	9,993	--	+1,610
B. Farm Tenant Act Lands	3	310	3	789	3	789	3	907	--	+118
Increases	--	----	--	----	--	----	--	----	--	+7,728
Total Requirements	83	8,618	83	9,172	83	9,172	83	10,900		

Justification of Program and Performance

Activities: 1. Improvements to Public Lands
2. Farm Tenant Act Lands

(Dollar amounts in thousands)

		1978 Appropriation Enacted to date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
1. Improvements to public lands	($)	8,383	8,383	9,993	+1,610
	(FTP)	(80)	(80)	(80)	(---)
2. Farm Tenant Act lands	($)	789	789	907	+ 118
	(FTP)	(3)	(3)	(3)	(---)
Total Requirements	($)	9,172	9,172	10,900	+1,728
	(FTP)	(83)	(83)	(83)	(--)

Objectives

To fund investments necessary to implement allotment management plans; to complement the Management of Lands and Resources appropriation for range protection, maintenance, and watershed treatment through "on-the-ground" range and facility improvements.

To provide for the orderly development and improvement of rangeland belonging to the public and to decrease the continuing deterioration of the Federal rangelands for the benefit of wildlife, watershed conditions, and livestock production.

To stabilize the livestock industry as prescribed by the Taylor Grazing Act of 1934 and the Federal Land Policy and Management Act of 1976.

Base Program

This appropriation finances two activities -- improvements to public lands and improvements to lands acquired under the Bankhead-Jones Farm Tenant Act. Except for this distribution based on the former status of the lands, the two activities are alike in their objectives and in the work outputs to be accomplished. To avoid repetition, therefore, the two are discussed together in this justification.

Lands valuable for forage production usually are also valuable upland watersheds and important seasonal wildlife ranges or wildlife habitats. Rangeland improvements funded by this appropriation are designed to meet these multiple uses and to increase their values. Funds are used solely for the implementation and maintenance of on-the-ground range facilities and improvements including seeding, fence construction, weed control, water development, fish and wildlife habitat improvement, and planning and designing such projects.

Planned work in the current fiscal year includes construction of 550 miles of fence, 300 water developments, 185 cattleguards, and continued maintenance of existing range improvements.

Increase for 1979

(Dollar amounts in thousands)

		1978 Appropriation Enacted to date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Improvements to public lands	($)	8,383	8,383	9,993	+ 1,610
	(FTP)	(80)	(80)	(80)	(--)
Farm Tenant Act lands	($)	789	789	907	+ 118
	(FTP)	(3)	(3)	(3)	(--)
Total Requirement	($)	9,172	9,172	10,900	+ 1,728
	(FTP)	(83)	(83)	(83)	(--)

The increased appropriation available, because of increases in 1978 receipts, will provide for total planned work of: survey and design of 750 projects; construction of 500 miles of fence, 1,000 reservoir and spring developments; 2,000 acres of new seeding; maintenance of 200 cattleguards; 10,000 acres of land and vegetative treatments; and maintenance of 1,200 miles of fence and 1,800 water developments.

The object class detail for the $1,728,000 increase is as follows (dollar amounts in thousands):

Travel of persons	+ 8
Other services	+ 1,660
Supplies and materials	- 40
Lands and structures	+ 100
Total	+$1,728

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Range Improvements	1979 Base			1979 Estimate			Inc. (+) or Dec. (-)		
	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount
Object class									
11 Personnel compensation:									
11.1 Permanent positions	83	77	1,384	83	77	1,384			
11.3 Positions other than permanent	160	160	1,501	160	160	1,501			
11.5 Other personnel compensation	--	--	140	--	--	140			
Total personnel compensation	243	237	3,025	243	237	3,025	--	--	--
Other Objects:									
12.1 Personnel benefits: Civilian			382			382			--
21.0 Travel and transportation of persons			192			200			+8
22.0 Transportation of things			400			400			--
23.2 Communications, utilities, & other rent			35			35			--
25.0 Other services			2,448			4,108			+1,660
26.0 Supplies and materials			940			900			-40
31.0 Equipment			150			150			--
32.0 Lands and structures			1,600			1,700			+100
99.0 Total requirements			9,172			10,900			+1,728

RANGE IMPROVEMENTS

For rehabilitation, protection, and improvement of Federal range lands pursuant to section 101 of the Federal Land Policy and Management Act of 1976 [Public Law 94-579] *(43 U.S.C. 1701)*, sums equal to fifty percent of all monies received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), and the amount designated for range improvements from grazing fees *and mineral leasing receipts* from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended. *(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)*

RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

	1977 actual	1978 est.	1979 est.
Unappropriated balance, start of year....	7,758	10,753	13,440
Collections (offsetting receipts).....	17,588	21,800	27,000
Transferred to general fund receipts.....	-5,570	-6,904	-8,551
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-970	-1,250	-1,483
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-578	-1,782	-2,125
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous	-3	-5	--
Total available for appropriation...	18,225	22,612	28,281
Appropriation.....	-7,472	-9,172	-10,900
Unappropriated balance, end of year[1/]	10,753	13,440	17,381

1/ Payments to States and the range improvements fund are derived from statutory percentages of collections in the prior fiscal year.

RANGE IMPROVEMENTS

Program and Financing (in thousands of dollars)

Identification code 14-5132-0-2-302		1977 actual	1978 est.	1979 est.
	Program by activities:			
	1. Improvements to public lands	7,715	8,657	9,993
	2. Farm tenant act lands	307	816	907
	Total program costs, funded 1/	8,022	9,473	10,900
	Change in selected resources (unpaid, undelivered orders)	597	--	--
10.00	Total obligations	8,618	9,473	10,900
	Financing			
21.00	Unobligated balance available, start of year	-1,447	-301	--
24.00	Unobligated balance available, end of year	301	--	--
40.00	Budget authority (appropriation) (indefinite, special fund)	7,472	9,172	10,900
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	8,618	9,473	10,900
72.00	Obligated balance, start of year	1,313	2,817	3,490
74.00	Obligated balance, end of year	-2,817	-3,490	-3,290
90.00	Outlays	7,113	8,800	11,100

1/ Includes capital investment as follows: 1977, $1,679 thousand; 1978, $1,600 thousand; 1979, $1,700 thousand.

RANGE IMPROVEMENTS

Object Classification (in thousands of dollars)

Identification code 14-5132-0-2-302

	Personnel compensation:			
11.1	Permanent positions	1,336	1,384	1,384
11.3	Positions other than permanent	1,672	1,501	1,501
11.5	Other personnel compensation	126	140	140
	Total personnel compensation	3,134	3,025	3,025
12.1	Personnel benefits: Civilian	290	382	382
21.0	Travel & transportation of persons	189	192	200
22.0	Transportation of things	356	400	400
23.2	Communications, utilities, and other rent	33	35	35
25.0	Other services	2,799	2,749	4,108
26.0	Supplies and materials	8	940	900
31.0	Equipment	130	150	150
32.0	Lands and structures	1,679	1,600	1,700
99.0	Total obligations	8,618	9,473	10,900

Personnel Summary

Total number of permanent positions	83	83	83
Full-time equivalent of other positions	139	160	160
Average paid employment	216	237	237
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657

RECREATION DEVEL.
& OPERATIONS

Appropriation Summary Statement

Appropriation: Recreation Development and Operation of Recreation Facilities

The Recreation Development and Operation of Recreation Facilities appropriation is derived from recreation user fees and related concessionaire fees collected pursuant to the Land and Water Conservation Fund Act (16 U.S.C. 4601-6a(f), as amended). The program is operated in conjunction with recreation funds available under the Acquisition, Construction and Maintenance appropriation; O&C Grant Lands Fund; and the Management of Lands and Resources appropriation. The total appropriation requested for 1979 is $300,000, the same as in FY 1978.

Justification of Proposed Language Change

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

For *recreation management activities and* for construction, operation, and maintenance of outdoor recreation facilities, including collection of special recreation use fees, to remain available until expended, $300,000, to be derived from the special receipt accounts established by section 4(f) of the Land and Water Conservation Fund Act (16 U.S.C. 4601-6a(f)), as amended.

(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

The proposed change will permit utilization of funds for management activities such as site planning and special surveys. The change is consistent with the authorizing legislation, which states that these funds (derived from receipts) may be expended for any activities directly related to outdoor recreation.

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Recreation Development and Operation of Recreation Facilities

Page No.	Summary of adjustments to base and built-in changes:	Perm. Pos.	Amount
	Appropriation enacted to date 1978	3	300
	Adjustment to base and built-in changes	--	--
	1979 Base	3	300

		1977 Actual		1978 Appropriation Enacted to Date		1979 Base		1979 Estimate		Inc. (+) or Dec. (-) Over 1979 Base	
		Perm. Posns.	Amount	Perm. Posns.	Amount	Perm. Posns.	Amount	Perm. Posns.	Amount	Perm. Posns.	Amount
	Comparison by activities:										
BLM-129	1. Appropriation Total	3	300	3	300	3	300	3	300	--	--
	TOTAL REQUIREMENTS	3	300	3	300	3	300	3	300	--	--

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Objectives

To perform corrective and preventive maintenance of BLM recreation facilities, thereby improving the quality of recreation facilities and protecting Federal investments and resources; and to plan for the manage recreation use on public lands.

Base Program

This account is funded by the appropriation of receipts from user fees, special recreation permits and fees paid by concessionaires at recreation sites administered by the Bureau of Land Management.

The base program includes corrective and preventive maintenance at recreation facilities and undeveloped sites on the public lands. It also includes visitor management at 426 sites, operation of developed recreation sites with more than 4,000 family units, and maintenance of more than 500 undeveloped sites in conjunction with other programs. Other major facets of this program are the continuing inventory of safety and health hazards, the reduction of identified hazards such as unfilled mine shafts, construction of barriers, removal of trees where they present a hazard, and upgrading sanitary facilities. Hazard reduction is to be accomplished at 300 sites in FY 1979.

The 1979 program will continue at the same level as in 1978 ($300,000). As noted above, however, a change in appropriation language is sought in order to make funds in this appropriation available for recreation planning and management activities.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Recreation Development and Operation of Recreation Facilities

		1979 Base			1979 Estimate			Inc. (+) or Dec. (-)		
		Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount
Object Class										
11	Personnel Compensation									
11.1	Permanent Positions 1/	3	3	59	3	3	59	--	--	--
11.3	Positions Other than Permanent	9	9	79	9	9	79	--	--	--
11.5	Other Personnel Compensation	--	--	16	--	--	16	--	--	--
	Total personnel compensation	12	12	154	12	12	154	--	--	--
	Other Objects:									
12.1	Civilian Personnel Benefits			18			18			--
21.0	Travel and Transportation of Persons			6			6			--
22.0	Transportation of things			9			9			--
23.2	Communications, Utilities and Other Rent			4			4			--
24.0	Printing and Reproduction			2			2			--
25.0	Other Services			60			60			--
26.0	Supplies and Materials			15			15			--
31.0	Equipment			2			2			--
32.0	Lands and Structures			30			30			--
33.0	Investments and Loans			--			--			--
41.0	Grants, Subsidies, and Contributions			--			--			--
42.0	Insurance Claims and Indemnities			--			--			--
	Total Requirements			300			300			--

1/ No lapse anticipated for this appropriation

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

For *recreation management activities and* for construction, operation, and maintenance of outdoor recreation facilities, including collection of special recreation use fees, to remain available until expended, $300,000, to be derived from the special receipt accounts established by section 4(f) of the Land and Water Conservation Fund Act (16 U.S.C. 4601-6a(f)), as amended.

(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

Program and Financing (in thousands of dollars)

Identification code 14-5011-0-2-302		1977 actual	1978 est.	1979 est.
	Program by activities:			
	Development and operation of recreation facilities (program costs funded)	266	300	400
	Change in selected resources (unpaid undelivered orders)	34	--	--
10.00	Total obligations[1/]	299	300	400
	Financing			
21.00	Unobligated balance available, start of year	-157	-158	-158
24.00	Unobligated balance available, end of year	158	158	58
40.00	Budget authority (appropriation) (Special Fund)	300	300	300
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	299	300	400
72.00	Obligated balance, start of year	53	119	119
74.00	Obligated balance, end of year	-119	-119	-119
90.00	Outlays	233	300	400

1/ Includes capital investment as follows: 1977, $48 thousand; 1978, $30 thousand; 1979, $30 thousand.

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

Object Classification (in thousands of dollars)

Identification code 14-5011-0-2-302		1977 actual	1978 est.	1979 est.
	Personnel compensation:			
11.1	Permanent positions	55	59	59
11.3	Positions other than permanent	77	79	79
11.5	Other personnel compensation	16	16	16
	Total Personnel compensation	148	154	154
12.1	Personnel benefits: Civilian	12	18	18
21.0	Travel & transportation of persons	3	6	6
22.0	Transportation of things	8	9	9
23.2	Communications, utilities, and other rent	3	4	4
24.0	Printing and reproduction	--	2	2
25.0	Other services	59	60	160
26.0	Supplies and materials	18	15	15
31.0	Equipment	--	2	2
32.0	Lands and structures	48	30	30
99.0	Total obligations	299	300	400

Personnel Summary

Total number of permanent positions	3	3	3
Full-time equivalent of other positions	9	12	12
Average paid employment	12	15	15
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances the costs of certain activities by making related receipts (service charges, performance bonds, damage collections, and deposits) available to BLM. Established by the Federal Land Policy and Management Act of 1976, the account provides management flexibility and ensures the immediate availability of funds for activities such as right-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of right-of-way applications (by far the largest activity in the appropriation).

Significant increases in the 1979 program result primarily from oil and gas pipelines rights-of-way permits to be issued under Title I of the 1973 amendments to the Mineral Leasing Act of 1920. That title provides authority to the Secretary of the Interior to process and issue permits for oil and gas pipeline rights-of-way which cross lands administered by two or more Federal agencies. Large scale activities on behalf of a major gas delivery system intended to link the Alaskan Arctic gas discoveries to the lower 48 States is also a significant factor in the estimated level of this appropriation in FY 1979. Work will also continue in processing application and monitoring construction and operations for about 100 rights-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric transmission lines, railroad extensions, and water delivery systems.

In addition to rights-of-way processing and repair of damaged lands, this budget proposes to finance certain costs of BLM's Adopt-a-Horse Program through this account; toward this end, a new subactivity is added in FY 1978 and proposed for continuation in FY 1979.

JUSTIFICATION OF NEW APPROPRIATION LANGUAGE

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 *(43 U.S.C. 1701)* [*Public Law 94-579*], *and sections 101 and 203 of Public Law 93-153, to remain available until expended.*

(Department of the Interior and Related Agencies Appropriation Act, 1978.)

Section 101 of P.L. 93-153 amended the Mineral Leasing Act of 1920 to authorize the Secretary of the Interior to grant pipeline rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way over lands administered by two or more Federal agencies. Section 203 of the Act authorized and directed the Secretary to

administer rights-of-way and other land use authorizations related to the trans-Alaska pipeline. Right-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

Under the above provisions and the Federal Land Policy and Management Act of 1976, BLM has begun to process rights-of-way in locations where the affected land is administered by two or more Federal agencies, and will continue processing applications and providing operation and maintenance surveillance of the various oil and gas pipelines on public lands. The addition of these authorities to the appropriation language is intended to clarify that oil and gas pipelines fall under the purview of this account as do other types of rights-of-way authorized under 504(g) of P.L. 95-579.

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Services Charges, Deposits and Forfeitures

Page No.	Summary of adjustments to base and built-in changes:	Perm Pos.	Amount	Perm Pos.	Amount
	Appropriation enacted to date, 1978	--	--	178	11,531
	Adjustments to base and built-in changes: 1/			--	--
	1979 Base	--	--	178	11,531

Page No.	Comparison by activities	1977 Actual Perm. Pos.	1977 Actual Amount	1978 Appropriation Enacted To Date Perm. Pos.	1978 Appropriation Enacted To Date Amount	1979 Base Perm Pos.	1979 Base Amount	1979 Estimate Perm Pos.	1979 Estimate Amount	Inc.(+) or Dec. (-) Over 1979 Base Perm Pos.	Inc.(+) or Dec. (-) Over 1979 Base Amount
	1. Expenses, cost recoverable										
BLM-138	A. Rights-of-way	--	--	176	10,481	176	10,481	176	19,273	--	+8,792
BLM-140	B. Adopt-a-Horse	--	--	--	200	--	200	--	400	--	+ 200
	Subtotal	--	--	176	10,681	176	10,681	176	19,673	--	+8,992
BLM-141	2. Repair of damaged lands										
	Subtotal	--	--	2	850	2	850	2	850	--	--
	Increases										+8,992
	Total Requirement	--	--	178	11,531	178	11,531	178	20,523		

1/ Budget authority for this account is an indefinite appropriation; estimates of the appropriation are based on anticipated receipts from performance bonds and deposits and from cost reimbursements. The estimates for 1978 and 1979 include $281,000 to increased costs resulting from the October 1977 civilian (GS) pay increase; the additional costs will be recovered through increased service charges and deposits.

Justification of Program and Performance

Activity: Expenses, cost-recoverable activities
Subactivity: Rights-of-way processing

	(Dollar amounts in thousands)			
	1978 Appropriation Enacted to date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Total subactivity requirements ($)	10,481	10,481	19,273	+ 8,792
(FTP)	(176)	(176)	(176)	(---)

Objectives

To process applications and issue permits and monitor construction, operation and termination for cost recoverable rights-of-way over public lands (as authorized by the Federal Land Policy and Management Act of 1976, and the 1973 amendment to the Mineral Leasing Act of 1920) by financing such applicable costs from deposits made by the applicant or permittee.

Base Program

This activity was initially proposed in the FY 1978 budget request to accommodate the continuing workload associated with granting rights-of-way. It was actually established in the Supplemental Appropriations Act of 1977 (P.L. 95-26) to accommodate work on behalf of the Northern Tier Oil and Gas Pipeline right-of-way application. The work associated with issuing rights-of-way permits includes preliminary analysis, environmental analysis and impact statement preparation, permit issuance, and compliance monitoring on 100 projects across public lands including operation and maintenance monitoring on the Trans-Alaska pipeline in Alaska.

The 100 currently-identified projects include:

52 transmission lines
16 pipelines (including Trans-Alaska Pipeline surveillance)
17 power plants
3 railroads
3 reservoirs
9 miscellaneous, including solar and desalinization plants.

Upon receipt of an application for a right-of-way, the BLM furnishes the applicant with a cost estimate to process the application up to the point of permit issuance or rejection. Periodic advance deposits are requested from the applicant which are deposited in this appropriation and are used to finance the costs of processing. At the time of permit issuance or rejection of the application, any unused deposits are refunded to the applicant or credited against deposit requirements for construction monitoring. Once a permit is issued or about to be issued, a similar procedure for deposit is followed in the monitoring of facility construction and supervising operations and maintenance functions where the nature of the project warrants it.

Changes in FY 1979

(Dollar amounts in thousands)

	1978 Appropriation Enacted to date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Rights-of-way processing				
($)	10,481	10,481	19,273	+8,792
(FTP)	(176)			(--)

The increase of $8,792,000 in 1979 provides for the continuation of processing current applicantions and for beginning the processing of rights-of-way in locations where Federal lands are administered by two or more Federal agencies. This requirement stems from Title I of P.L. 95-153 (amendment to the Mineral Leasing Act of 1920).

The object class detail for the $8,792,000 increase is as follows:

	Amounts
Positions other than permanent	+ 469
Other personnel compensation	+ 17
Total, personnel compensation	+ 486
Personnel benefits	+ 54
Travel and transportation of persons	+ 199
Other rents	+ 205
Printing and reproduction	+ 145
Other services	+ 7,658
Supplies	+ 15
Equipment	+ 30
Total	+ 8,792

# # # # # # # # # # #

Activity: Expenses, Cost Recoverable Activities
Subactivity: Adopt-a-Horse Program

(Dollar amounts in thousands)

		1978 Appropriation Enacted to Date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Adopt-a-Horse Program	($)	200	200	400	200
	(FTP)	(--)	(--)	(--)	(--)

Objectives

To provide for the adoption (under cooperative agreements) of excess wild horses and burros by qualified private parties, and to recover the associated transportation, veterinary, and animal maintenance costs from persons adopting the animals.

Base Program

This subactivity is new in 1978 and is proposed under the authority of section 304 of the Federal Land Policy and Management Act of 1976. The background of this proposal follows:

Under the Wild Horse and Burro Act of 1971 (Public Law 92-195), the Bureau of Land Management has been capturing excess wild horses and burros on public lands in the West. The primary means of disposing of these animals is by making them available for "adoption" by private parties. To date, a major stumbling block in the adoption operation has been the location of interested and qualified persons compared to the location of the horses and burros after capture. These is no shortage of applicants, only a shortage of applicants willing to travel the often long distances to adopt a horse or burro, and then transport it to their residence or stable. For example, present procedures require a qualified applicant in the east to travel to a western State such as California or Nevada to adopt a wild horse. The result of present practice is a long average holding time for the animals and attendant high costs for the Bureau and the applicant.

The Bureau's dilemma in its adopt-a-horse program can be resolved at a reduced overall cost to the Federal Government through use of authority available in section 304 of the Public Land Policy and Management Act of 1976. This authority will permit the Bureau to charge applicants for the cost of transporting horses and burros and for certain other directly related costs.

Specifically, the Bureau plans to establish wild horse and burro adoption centers. These centers would be operated by private parties under contract with the Bureau. Wild horses and burros would be shipped to these centers from the point of capture after certain required brand inspection and health examination procedures are completed. The Bureau will furnish lists of qualified applicants to the centers. The centers will notify applicant when horses or burros are available. When applicants arrive to take custody of an animal, they will be required to pay actual costs of transportation, costs of required veterinary services, and a fixed fee estimated at $30 per head to compensate the Bureau for the contract costs of operating the center. The total amount to be paid by applicants will vary based on distance, but it expected to average not more than $150. It is anticipated that most serious applicants will be willing to pay costs in this range. Applicants still have the option of picking up an animal at the gathering site, should they so prefer or find it economically advantageous to do so and thereby avoid a direct charge for these services.

Increases for FY 1979

The estimate for 1978 assumes operation of adoption centers only during the latter six months of the Fiscal Year. The $200,000 increase in 1979 reflects full-year operation of the centers.

The increases in 1979 are in two object classes: "Transportation of things" (+$110,000) and "other services" (+$90,000).

Activity: Repair of damaged lands

	1978 Appropriation Enacted to date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Total activity requirements				
($)	850	850	850	--
(FTP)	(2)	(2)	(2)	(2)

Objectives

To rehabilitate lands damaged by users of the public lands who do not fulfill the requirements of contracts or permits.

Base Program

The Federal Land Policy and Management Act of 1976 authorized the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorized the use of these funds to provide improvements, protection, or rehabilitation work on the public lands made necessary by actions of these users.

It is estimated that $850,000 in forfeited bonds and deposits will be used in both 1978 and 1979 to correct damages to public lands or attendant improvements and facilities by contract or permit holders.

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Service Charges, Deposits and Forfeitures

		1979 Base			1979 Estimate			Inc. (+) or Dec. (-)		
		Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount
11.1	Permanent Positions[1/]	176	164	3,008	176	164	3,008	--	--	--
11.3	Positions other than permanent	34	34	319	84	84	788	50	50	469
11.5	Other personnel compensation	--	--	133	--	--	150	--	--	17
	Total personnel compensation	210	198	3,460	260	248	3,946	50	50	486
Other Objects:										
12.1	Civilian personnel benefits			491			545			54
21.0	Travel and transporation of persons			561			760			199
22.0	Transporation of things			195			240			45
23.2	Communications, utilities and other rent			245			450			205
24.0	Printing and reproduction			525			670			145
25.0	Other services			5,259			12,862			7,603
26.0	Supplies and materials			175			190			15
31.0	Equipment			280			310			30
32.0	Lands and structures			540			550			10
	Total requirements			11,731			20,523			8,792

1/ A lapse rate of 7% is anticipated for this appropriation.

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 [Public Law 94-579], *(43 U.S.C. 1701); and sections 101 and 203 of Public Law 93-153,* to remain available until expended. *(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)*

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

Program and Financing (in thousands of dollars)

Identification Code: 14-5017-0-2-302		1977 Actual	1978 Estimate	1979 Estimate
	Program by activities:			
	1. Expenses, cost-recoverable activities	--	10,830	19,673
	2. Repair of lands & facilities	--	850	850
10.00	Total program costs, funded (obligations) 1/	--	11,680	20,523
	Financing:			
21.00	Unobligated balance, start of year	--	-149	--
24.00	Unobligated balance, end of year	149	--	--
40.00	Budget authority (appropriation) (indefinite, special fund)	149	11,531	20,523
	Relationship of obligations to outlays:			
71.00	Obligations incurred, net	--	11,680	20,523
72.00	Obligated balance start of year	--	--	910
74.00	Obligated balances, end of year	--	-910	-7,112
90.00	Outlays	--	10,770	14,321

1/ Includes capital investment as follows: 1978, $820 thousand; 1979, $860 thousand.

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

Object Classification (in thousands of dollars)

Identification Code: 14-5017-0-2-302		1977 Actual	1978 Estimate	1979 Estimate
	Personnel compensation:			
11.1	Permanent positions	--	3,008	3,008
11.3	Positions other than permanent	--	319	788
11.5	Other personnel compensation	--	133	150
	Total personnel compensation	--	3,460	3,946
12.1	Personnel benefits: Civilian	--	491	545
21.0	Travel and transportation of persons	--	561	760
22.0	Transportation of things	--	195	240
23.2	Communications, utilities and other rent	--	245	450
24.0	Printing and reproduction		525	670
25.0	Other services	--	5,209	12,862
26.0	Supplies and materials	--	175	190
31.0	Equipment	--	280	310
32.0	Lands and structures	--	540	550
99.0	Total obligations	--	11,680	20,523

Personnel Summary

Total number of permanent positions	10	178	178
Full-time equivalent of other positions	1	34	84
Average paid employment	1	200	250
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657

TRUST FUNDS

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This appropriation includes two trust accounts:

Land and resource managements fund. - Funds in this trust fund are derived from administrative and survey costs paid by applicants for conveyance of lands omitted in original survey, advances for other types of surveys requested by individuals, and from contributions made by users of Federal rangeland and others for conservation practices, acquisition, protection and other purposes. Authorities for the receipt and expenditure of these funds are contained in the Taylor Grazing Act and the Federal Land Policy and Management Act of 1976.

Trustee funds, Alaska townsites. Amounts received from the sale of Alaska town lots are available for expenses of sale and maintenance of townsites.

Of the estimated $700,000 for these funds in FY 1979, $600,000 will be available from permanent appropriations. However, revenues for unsurveyed islands and surveys of omitted lands, administrative costs of conveyance, and gifts and donations must be appropriated before they can be used.

Justification of New Appropriation Language

Miscellaneous Trust Funds

> In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 [Public Law 94-579] *(43 U.S.C. 1701)*, and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances *of omitted lands* under section 211(b) of that Act. *(43 U.S.C. 315, 315i, 775, 74 Stat. 506; 31 U.S.C. 711; 43 U.S.C. 759, 761 and 887; 48 Stat. 1224-36; 31 U.S.C. 725s; Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)*

The addition "of omitted lands" clarifies the meaning of the appropriation language by making the reference to the Federal Land Policy and Management Act more specific.

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Page No.	Summary of adjustments to base and built-in changes	Perm. Posns.	Amount
	Appropriation enacted to date 1978	3	700
	Adjustment to base and built-in changes	--	--
	1979 Base	3	700

	Comparison by activities:	1977 Actual Perm. Posns.	1977 Actual Amount	1978 Appropriation Enacted to Date Perm. Posns.	1978 Appropriation Enacted to Date Amount	1979 Base Perm. Posns	1979 Base Amount	1979 Estimate Perm. Posns	1979 Estimate Amount	Inc. (+) or Dec.(-) Over 1979 Base Perm. Posns	Inc. (+) or Dec.(-) Over 1979 Base Amount
BLM-148	1. Land and resource management trust fund	3	699	3	699	3	699	3	699	--	--
BLM-148	2. Trustee funds, Alaska townsites	--	5	--	1	--	1	--	1	--	--
	Increases									--	--
	TOTAL REQUIREMENTS	3	705	3	700	3	700	3	700		

Justification of Program and Performance

Activity: Lands and resource management trust funds

(Dollar amounts in thousands)

		1978 Appropriation Enacted to date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Total activity requirements	($)	699	699	699	---
	(FTP)	(3)	(3)	(3)	(---)

Objectives

To provide public services such as cadastral surveys, conservation practices, and acquisition and protection of resources. These activities are financed by gifts and contributions.

Base Program

This program provides for reimbursed surveys and various activities to enhance and protect natural resources and wildlife habitats. No change in the program level or in the objectives of the activity is expected in FY 1979.

# # # # # #

Activity: Trustee funds, Alaska townsites

(Dollar amounts in thousands)

		1978 Appropriation Enacted to date	1979 Base	1979 Estimate	Inc. (+) or Dec. (-)
Total activity requirements	($)	1	1	1	--
	(FTP)	(--)	(--)	(--)	(--)

To provide for the maintenance and sale of Alaska townsites, as provided by law. The activity is financed through amounts received from sale of town lots.

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds	1979 Base			1979 Estimate			Inc. (+) or Dec. (-)		
	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount	Pos.	Avg. No.	Amount
Object class									
11 Personnel compensation:									
11.1 Permanent positions[1/]	3	3	55	3	3	55			
11.3 Positions other than permanent	12	11	113	12	11	113			
11.5 Other personnel compensation	--	--	5	--	--	5			
Total personnel compensation	15	14	173	15	14	173	--	--	--
Other Objects:									
12.1 Civilian personnel benefits			21			21			--
21.0 Travel and transportation of persons			13			15			+2
22.0 Transportation of things			13			13			--
23.2 Communications, utilities, and other rent			16			16			--
24.0 Printing and Reproduction			20			20			--
25.0 Other services			189			187			-2
26.0 Supplies and materials			150			150			--
31.0 Equipment			5			5			--
32.0 Lands and structures			100			100			--
Total requirements			700			700			--

1/ No lapse because of small number of FTP positions.

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expanded under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 [Public Law 94-579] *(43 U.S.C. 1701)*, and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances under section 211(b) of that Act.

(43 U.S.C. 315, 315i, 759, 761, 775 and 887; 74 Stat. 506; 31 U.S.C. 722; 48 Stat. 1224-1236; 31 U.S.C. 725s; Comp. Gen. Dec. of Nov. 18, 1935; Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies, 1978.)

MISCELLANEOUS TRUST FUNDS

Program and Financing (in thousands of dollars)

Identification Code 14-9971-0-7-302		1977 Actual	1978 Estimate	1979 Estimate
	Program by Activities:			
	1. Land & resource management trust fund	552	699	699
	2. Trustee funds, Alaska townsites.	1	1	1
	Total program costs, funded...	553	700	700
	Change in selected resources (undelivered orders).....	37	-	-
10.00	Total obligations.....	589	700	700
	Financing:			
21.00	Unobligated balance available, start of period.....	-889	-1,005	-1,005
24.00	Unobligated balance available, end of period.....	1,005	1,005	1,005
	Budget authority.....	705	700	700
	Budget authority			
	Current:			
40.00	Appropriation (indefinite).....	100	100	100
	Permanent:			
60.00	Appropriation (indefinite).....	605	600	600
	Distribution of budget authority by account:			
	Land & resource management trust fund...	699	699	699
	Trustee funds, Alaska townsites.....	5	1	1
	Relation of obligations to outlays:			
71.00	Obligations incurred, net.....	589	700	700
72.00	Obligated balance, start of period	44	131	181
74.00	Obligated balance, end of period..	-131	-181	-181
90.00	Outlays.....	502	650	700
	Distribution of outlays by account:			
	Land & resource management trust fund...	501	649	699
	Trustee funds, Alaska townsites.....	1	1	1

MISCELLANEOUS TRUST FUNDS

Object Classification (in thousands of dollars)

Identification Code 14-9971-0-7-302		1977 Actual	1978 Estimate	1979 Estimate
	Personnel compensation:			
11.1	Permanent positions	51	55	55
11.3	Positions other than permanent	143	113	113
11.5	Other personnel compensation	11	5	5
	Total personnel compensation	205	173	173
12.1	Personnel benefits: Civilian	20	21	21
21.0	Travel & transportation of persons	13	13	15
22.0	Transportation of things	17	13	13
23.2	Communications, utilities, and other rent	15	16	16
24.0	Printing and reproduction	--	20	20
25.0	Other services	111	189	187
26.0	Supplies and materials	134	150	150
31.0	Equipment	16	5	5
32.0	Lands and structures	58	100	100
99.0	Total obligations	589	700	700

Personnel Summary

Total number of permanent positions	3	3	3
Full-time equivalent of other positions	15	12	12
Average paid employment	18	15	15
Average GS grade	9.39	9.36	9.34
Average GS salary	$17,428	$18,657	$18,657

OTHER

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, insurance on official motor vehicles, aircraft, and boats operated by the Bureau of Land Management in Canada; and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; $10,000 for payment, in the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities, authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000: *Provided,* That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the general fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further,* That herein appropriations made may be expended on a reimbursable basis for (1) surveys of lands other than those under the jurisdiction of the Bureau of Land Management and (2) protection of lands for the State of Alaska. *(Public Law No. 95-74, making appropriations for the Department of the Interior and related agencies.)*

BUREAU OF LAND MANAGEMENT

CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS PAID FROM FUNDS AVAILABLE TO THE BUREAU OF LAND MANAGEMENT

	1977 Actual	1978 Estimate	1979 Estimate
Executive Level V	1	1	1
GS-17	1	1	1
GS-16	12	12	12
GS-15	48	48	48
GS-14	151	151	153
GS-13	448	448	453
GS-12	834	844	848
GS-11	1,333	1,373	1,411
GS-10	21	21	23
GS- 9	946	1,212	1,242
GS- 8	93	93	95
GS- 7	652	682	704
GS- 6	249	249	250
GS- 5	560	580	606
GS- 4	236	236	244
GS- 3	50	50	53
GS- 2	6	6	9
Ungraded	93	93	93
Total permanent positions	5,734	6,100	6,246
Unfilled positions, end of year	-540	-481	-471
Total permanent employment, end of year	5,194	5,619	5,775

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BUREAU OF LAND MANAGEMENT
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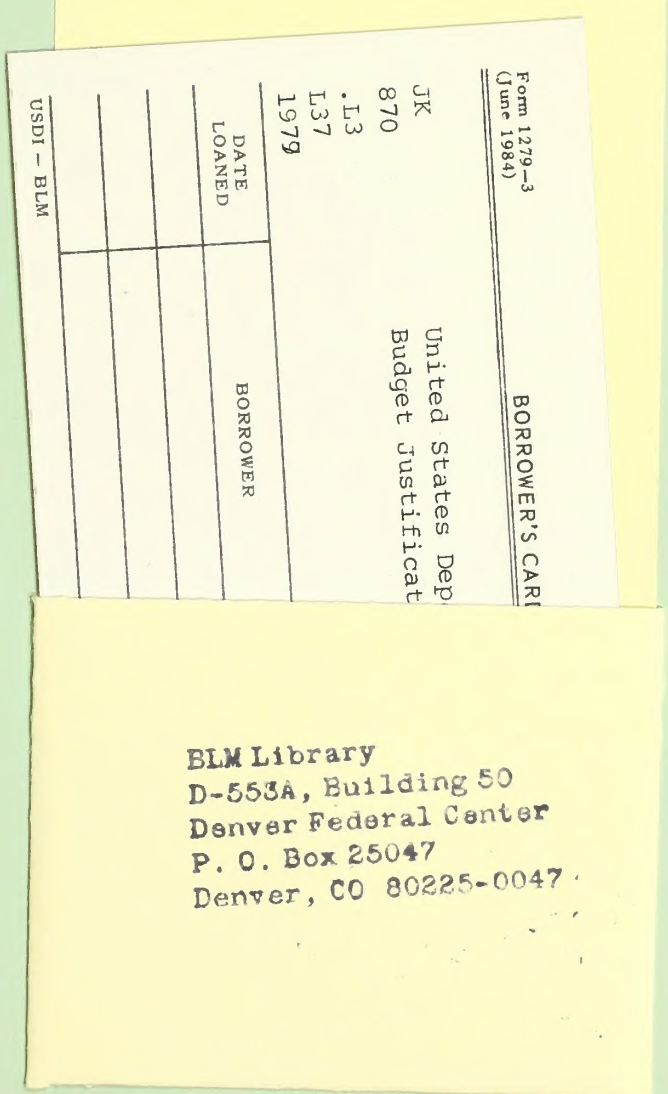

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